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'IRAQ.

REPORT

ON

'IRAQ ADMINISTRATION.

OCTOBER, 1920—MARCH, 1922.

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'IRAQ.

Report on 'Iraq Administration.

October, 1920—March, 1922.

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Report by His Majesty's High Commissioner on the Finances, Administration and Condition of the 'Iraq, for the period from October 1st, 1920 to March 31st, 1922.

I.—SURVEY OF THE PERIOD.

1.—Political and General.

The Political Landscape.

In the long history of the 'Iraq there is perhaps no more pregnant period than the 18 months under review in this report. It opened on strife and uncertainty and the partial breakdown of the administration instituted during the years of military occupation; it closes on the picture of a National Government under an Arab Constitutional King, chosen by referendum to the people, its relations to the British Government to be defined by a treaty which will receive national confirmation at the elective congress which will shortly meet at Baghdad. To that congress will fall the duty of enacting an Organic Law which will give shape, on a constitutional basis, to the institutions of the infant State.

Yet though the change in the political landscape has been rapid it has been effected by orderly development. Dissonant elements are being gradually harmonized, inchoate instincts are merging towards sense of common interest in the stability of the new order and a growing appreciation of common nationality. It is on these features that I would lay special stress. Both from economic and from social aspects the population of the 'Iraq exhibits widely divergent stages of evolution; it comprises different races and creeds, and for the last 400 years its culture has been alien. Its future prosperity depends on the ability of its leading men to encourage fusion and the capacity of its peoples to see advantage in the abandonment of ancient separatist prejudices, that there may arise out of the strong existing sense of local patriotism and local piety, a wider loyalty and a more discerning reverence which will be prepared to subordinate the welfare of the group to the interests of the community as a whole. The growth of national intelligence, deliberately hindered by rulers who saw therein a menace to their own authority, may call for a prolonged exercise of high qualities of sympathy and mutual forbearance, but such foundations alone can assure the permanence of the 'Iraq kingdom of which the beginnings are here recorded.

Termination of Military Government and pacification of the Country.

Military Government, which had been in existence in the 'Iraq since the Occupation, terminated with my arrival at Basrah in the early days of October, 1920, but in extensive areas military operations,

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in connection with the disturbances which had broken out during the summer, were still in progress and martial law prevailed. It will be convenient here to give a brief outline of the stages which led to the restoration of order.

(*a*) *The Middle Euphrates.*—In the main area of disturbance, the valley of the Middle Euphrates, Karbala submitted unconditionally on October 13; Kufah, where the garrison had held out gallantly for three months, was relieved on October 17; and the submission of Najaf followed automatically. Samawah was relieved on October 12 and Rumaithah, which had witnessed in the beginning of July the first hostilities, was re-occupied a day or two later. By the end of November all the tribes of the Shamiyah had made surrender, on terms which included the handing over of arms and ammunition, and their leaders had either given themselves up or had fled across the desert to Syria or the Hijaz. Diwaniyah was occupied in December by a column which encountered no resistance. Until the middle of February, when they were withdrawn from the whole area, troops were engaged in enforcing the terms of surrender. The tribes were heavily armed; to have left the Arab Government in its initial stages to deal with the problem they presented would have been to prejudice its success in the maintenance of administration. The fines were in the nature of a guarantee for the future. The total surrenders up to July 26th, 1921, were as follows: Rifles 65,435. of which over 21,100 are modern; S.A.A. 3,185,000 rounds.

(*b*) *Muntafiq.*—The collapse of the movement in the Middle Euphrates reacted favourably on the Muntafiq, where, though the equilibrium had been preserved, largely by the co-operation of two influential shaikhs, sporadic disorders had resulted from endeavours on the part of emissaries from Najaf to raise the country. The return of the additional troops which had been sent from India in the autumn was an urgent measure of economy; military operations in this Division were therefore confined to a peaceful demonstration along the Gharraf in January. Under the circumstances it was impracticable to impose a general levy of rifle fines and the subsequent tranquillity of this area suffered in consequence.

(*c*) *The Upper Euphrates.*—On the Upper Euphrates, thanks to the unswerving support given by 'Ali Suliaman, Shaikh of the Dulaim, to the preservation of social order, Fallujah and Ramadi had not suffered and Hit was reoccupied on October 8. Higher up the river it had been impossible to maintain control, and when in September 'Anah was evacuated by the tribal force provided by the Dulaim, as well as by the British authorities, it was attacked and

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looted by the inhabitants of the neighbouring town of Rawah, in league with sections of the 'Aqaidat from regions, at that time lawless, across the 'Iraq frontier. Rawah submitted in the middle of January, but civil administration was not re-established until, in April, the organization of a desert force under the standard of the Dulaim made it possible to overcome the difficulties presented by the long desert route up the river.

(*d*) *Diyala.*—On the Diyala, where the rising had worn its most savage aspect, there was no shaikh of sufficient importance to control the petty tribes of the Division; even after they had been subdued by the operations of a British column, their private dissensions led to constant breaches of local peace. It may fairly be said that the brutal license which had been aroused in August, 1920, was not laid to rest until a comprehensive inter-tribal agreement was concluded in Baghdad, under the auspices of the 'Iraq Government, in the last days of 1921.

(*e*) *Kirkuk.*—Kirkuk Division, though for a short time sympathetically affected by the troubles in Diyala, had yielded only in part to the contagion of lawlessness. When the column which had been sent to Kifri after the murder of Captain Salmon was withdrawn, the influence of Shaikh Habib, the widely-respected head of the Talabani clan (he died in the spring of 1921), stabilized the situation, and if the Dilo chief and other marauders remained at large for a considerable period, the fear of further trouble of a serious nature was at an end.

(*f*) *Mosul and Arbil.*—Mosul Division, under the skilful handling of the Political Officer, Mr. L. Nalder, C.B.E., had remained generally tranquil, but here, as at Arbil, the main cause for anxiety lay in incitement from beyond the border. Intrigues at Jazirat ibn 'Umar kept the Arab tribes of the North-West frontier restless and culminated, on October 24, in a daring raid on the Mosul-Sharqah road, carried out by the Albu Hamad, who had fled from the 'Iraq to take refuge with the Turks. This incident produced a profound impression, for travelling with the convoy which was attacked was the distinguished Arab Nationalist, Sharif al Faruqi, who, with several other persons, was killed by the raiders. Until the Shammar chiefs made submission to the Amir Faisal after his arrival in the 'Iraq, security on this line of communications was not assured. Throughout the period under review Kamalist propaganda has never been absent, though in the Mosul Division it has produced no more tangible results than the robbing of kalaks on the Tigris, tribal attacks on Faish Khabur and similar small annoyances. But in Arbil Division, where one of the Surchi chiefs who had been a party with Shaikh Ahmad of Barzan

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in the murder of Mr. Bill and Captain Scott, in December, 1919, was still at large, conditions were more favourable to hostile influences.

Policy of His Majesty's Government.

But even if the complete pacification of the country was a process of several months, the salient feature of the period after my arrival was the rapid progress in that direction in the Middle Euphrates area. While the programme of the extremists was discredited by failure, men who held moderate views were encouraged by the benevolent intentions of the British Government, which it was my mission to make known, namely, that His Majesty's Government had charged me with the duty of assisting the leaders of the people to create in the 'Iraq, with the guidance of Great Britain, an Arab National Government, the constitution of which would be drawn up under the auspices of an elective assembly ; but I pointed out that as long as sections of the tribes and communities were in active rebellion, it was obviously impossible to hold a general election, and in a proclamation, issued on October 17, I expressed myself at a loss to understand the object of the tribes in continuing hostilities and desired them to put themselves into communication with my Political Officers with the object of clearing up any misunderstanding that might still exist. (Appendix I.)

The Shi'ah religious leaders.

An attempt was made by some of the tribal leaders to refer negotiations to the foremost Shi'ah divine at Najaf, the Shaikh al Shari'ah, who had been induced to take an important part in promoting disturbances, and he himself proposed to send representatives to Baghdad. These suggestions were discountenanced and the death of the Shaikh al Shari'ah in December, together with the absence of any individual who commanded the reverence which had been accorded to him, left the Shi'ah Religious head-quarters without a recognized head. It had not gained in popular estimation by the active participation of some of its members in the events of the summer and when the failure of the resort to arms had been placed beyond doubt, men called to mind and openly expressed the maxim that doctors of divinity should properly be precluded from taking part in the politics of this world by their preoccupation with matters appertaining to the next.

2.—The Provisional Government.

Formation of the Cabinet.

While it was clear that some time must elapse before conditions would permit of full development along the lines determined by His Majesty's Government, I found myself confronted with questions of policy, affecting the future of the 'Iraq, with which I did not feel myself justified in dealing without consultation with representatives of the people of the country. As an immediate expedient I judged it necessary to institute a Provisional Government which, under my guidance and control, should be responsible for administration until further progress could be made in the direction of national institutions.

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The high religious and social position of the Naqib, coupled with the universal respect which he inspired, pointed to him as the most suitable person to form and preside over a provisional Council of State. Age and ill-health might well have excused him from emerging from the studious seclusion of a Darwish in which he had spent the latter years of his life, but when, on October 23, I asked him to undertake the formation of a Cabinet in the interests of his country he courageously responded to the call, though with some hesitation, and consented to my request.

The post of Minister of Interior was accepted with alacrity by Saiyid Talib Pasha, eldest son of the Naqib of Basrah. He had been in Baghdad since the previous July, when, in company with all other ex-deputies of the Turkish Chamber, he had been invited by my predecessor to form part of a Committee charged with the revision of the Turkish electoral law. Possessed of a remarkable force of character, he had been chosen to preside over this Committee, and it was clear that a man of his prominence could not be excluded from high place in the Provisional Government. Nevertheless, his appointment gave rise to difficulties. His ambition was regarded with grave apprehension by men of integrity, and their reluctance to serve with him could only be overcome by assurances that it was not the intention of His Majesty's Government to force him or any one else as a ruler upon the 'Iraq.

The Council was ultimately composed as follows :—

President of Council	...	H.H. the Naqib of Baghdad.
Minister of Interior	...	Saiyid Talib Pasha.
,, Finance	...	Sasun Effendi Haskail.
,, Justice	...	Mustafa Effendi Alusi.
,, Defence	...	Ja'far Pasha al 'Askari.
,, Public Works	...	'Izzat Pasha.
,, Education and Health		Saiyid Muhammad Mahdi Tabatabai.
,, Commerce	...	'Abdul Latif Pasha Mandil.
,, Auqaf ...	...	Muhammad 'Ali Effendi Fadhil.

Sasun Effendi, a leading representative of the Jewish community of Baghdad, commands universal respect and confidence. He had been a member of the Turkish Chamber since the Constitution of 1908 and had also occupied the post of President of the Finance Committee. Mustafa Effendi Alusi belongs to a family of well-known 'ulama and had himself filled responsible positions as Qadhi. Ja'far Pasha had made a name as a soldier during the war and had served as Governor of Aleppo under the Amir Faisal. 'Izzat Pasha is an ex-Turkish General of Kirkuk origin; Saiyid Muhammad Mahdi, a Shi'ah of Karbala; 'Abdul Latif Pasha is one of the best-known citizens of Basrah; Muhammad 'Ali Effendi an ex-deputy and a citizen of Mosul. Nine Ministers without portfolios were also given seats on the Council, including the Mayor of Baghdad, 'Abdul Majid Beg Shawi, two paramount shaikhs of large Shi'ah tribal confederations, Christians from

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Mosul and Baghdad and Moslem notables of Baghdad and Basrah, one of whom was a Shi'ah. At a later period two more Shi'ahs, one a tribal shaikh, the other a citizen of 'Amarah, were added, together with a member of the Sunni family of the Sa'dun. Thus composed the Council represented very comprehensively the various interests and communities of the people.

A British Adviser was attached to each Ministry; the following officers have served in this capacity :—

Interior.—Mr. H. St. J. B. Philby, C.I.E.; handed over to Mr. J. S. Thomson, I.C.S., who acted until the appointment of Mr. K. Cornwallis, C.B.E., D.S.O.

Finance.—Lt.-Colonel S. H. Slater, C.I.E.

Justice.—Sir Edgar Bonham Carter, K.C.M.G. On his retirement, in April, Mr. E. M. Drower acted until Mr. N. G. Davidson took up his duties in October.

Defence.—Major J. I. Eadie, D.S.O., acted until the appointment of Lt.-Col. P. C. Joyce, C.B.E., D.S.O., in April.

Public Works.—Major-General E. V. de V. Atkinson, C.B., C.M.G., C.I.E., C.B.E. Left in April to take up an appointment in India, since when Major H. H. Wheatley, O.B.E., M.C., has acted.

Education and Health.—Mr. E. L. Norton, I.C.S. Left for England on leave in May when Mr. A. L. Smith, M.V.O., and Lt.-Col. J. D. Graham, C.I.E., I.M.S., acted for their respective departments. In August, this Ministry was divided. Mr. A. L. Smith became Adviser to Education until he went on leave in November when Mr. W. J. Farrell, M.C., acted for him. Mr. Farrell went on leave in March, 1922, and Mr. J. Glen is at present acting Adviser. Colonel Graham became Adviser to the new Ministry of Public Health.

Commerce.—Lt.-Col. S. H. Slater, C.I.E. (acting).

Auqaf.—Mr. R. H. Cooke.

I met the assembled Council on November 10th when the draft instructions, as finally approved by myself and the Naqib, were accepted. The formation and functions of the Council of State were formally announced by proclamation on November 11th. (Appendix 2.)

Work accomplished by the Provisional Government.

The Provisional Council continued to exercise its functions until the coronation of the Amir Faisal in August, 1921. I wish to express my lively appreciation of its services to the 'Iraq State. Under the wise and dignified presidency of H.E. the Naqib it performed important constructive work, and during the whole period of its existence I relied on its loyal co-operation in seeking a solution for the problems which confronted us.

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The principal questions towards which it directed immediate attention were :—

(*a*) The return of persons interned at Henjam on account of their participation in the disturbances of the previous summer.

(*b*) The repatriation of Arab officers who had served in Syria.

(*c*) The organization of Civil Government under Arab officials throughout the 'Iraq.

(*d*) Consideration of the electoral law.

(*e*) Formation of the 'Iraq Army.

(*a*) *The Return of Political Deportees.*—The return of political deportees was broached by the Council at the preliminary meeting on November 10. After a careful scrutiny of dossiers the Council recommended and I acceded to the immediate release of 15 out of the 45 persons at Henjam, on suitable guarantees. The remainder returned under the general amnesty proclaimed in May, 1921.

(*b*) *Repatriation of Arab Officers in Syria.*—Such of the Arab officers and officials remaining in Syria as were in a position to pay their own expenses obtained individually permission to return on application to myself. Arrangements were completed in February for the return by sea at the charge of the 'Iraq Government of officers with their families to the number of 396 persons. The case of those who were unable to avail themselves of the opportunity thus provided was finally regulated by a resolution passed by the Council in December, 1921, by which Government assistance was extended to all ex-officers and their families remaining in Syria who were not in a position to pay their own expenses. It was also decided that 'Iraqis in other countries whose services were required by the Government might similarly be repatriated. It may be noted with satisfaction that, apart from those who have availed themselves of Government assistance, there has been an uninterrupted flow from Constantinople and other parts of Turkey of 'Iraqis whose return is of advantage to the State. Men of experience and education who held civil or military appointments under the Turks, as well as private individuals, have come back to take office in the 'Iraq Government, to practise their professions, or to devote themselves to the management of their estates.

(*c*) *Organization of Civil Government under Arab Officials.*—As order was restored in the areas of disturbance, temporary arrangements had been made for administration, but the appointment of Arab officials to replace British Political Officers was one of the most urgent duties incumbent on the Council. A scheme for the division of the 'Iraq into 10 Liwas, 35 Qadhas and 85 Nahiyahs, closely following the lines of the former Turkish organization, was passed on December 12th, and received my approval, with certain reservations regarding the Kurdish districts, which the Council, unmindful of restrictions imposed by the Treaty of Sèvres, had treated on the same basis as the rest of 'Iraq. Meantime it had been possible to proceed at once to appointments in Baghdad and its vicinity, while towards the end of December Ja'far Pasha al 'Askari visited the Euphrates area to study the problem of civil reorganization. On January 10th a number of appointments were submitted to the Council by the Ministry of Interior. They were

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on the whole very reasonable. In the Karbala, Hillah and Muntafiq Liwas administrative posts were not filled until after the withdrawal of troops, but in the case of Hillah the individual selected, a notable of Kirkuk, having refused to serve, the position of Mutasarrif was left vacant until after the coronation of the Amir Faisal. As regards Mosul there was a delay occasioned by the brutal murder, under circumstances which have never been elucidated, of the first nominee two days after his arrival at his post. A not unnatural reluctance withheld others from accepting an office so ill-omened, nor did an Arab Mutasarrif take up his duties until after the triumphal reception accorded to King Faisal in October, 1921.

As the Arab administrative officials took over, the Political Officer became the Adviser to the Mutasarrif with one, or in the larger Liwas, two British Assistant Divisional Advisers. On the whole this system has worked smoothly, but, as was only to be expected in so new a venture, not all the native appointments have proved successful, and the Council of State, learning from experience, passed in September, 1921, a resolution that in future administrative officials should be appointed on probation for a definite period before receiving confirmation in their office.

Some changes in the administrative divisions have also been made, the most important of which was the creation of an additional Liwa with headquarters at Kut in January, 1922. The table given in Appendix 3* shows the principal administrative appointments up to date.

(*d*) *Revision of the Electoral Law.*—The electoral law was the subject of debate during December. The Council had before it the revision of the Turkish law which had been prepared by the Committee of ex-deputies. Apart from certain modifications necessitated by changed conditions, such as the obligation of all candidates to possess a knowledge of Turkish, special provisions had been introduced to ensure the representation of the tribes. The Council demurred to this article until I pointed out that, as the Congress would be called upon to pronounce decisions vital to the future of the 'Iraq, it was essential that it should be truly representative of all communities, including the tribes, which under the Ottoman law had virtually been excluded from taking part in the elections. Special representation was therefore accorded to the tribes, as well as to the Jewish and Christian communities, and the law was referred to the Ministry of Interior. But my British Legal Adviser has assured me that the form in which in the spring it was ultimately printed by that Ministry was so full of omissions and incongruities that it could not have been applied as it stood. Neither did it contain any recognition of the safeguards to which under the Treaty of Sèvres the Kurdish communities of the 'Iraq were entitled. It was this latter point which was under discussion with the Council when I left for the Cairo Conference in February. Pending a decision it was, however, open to the Provisional Government to proceed with the preliminaries essential to the holding of general elections, notably the creation of elective municipalities, on which falls the task of carrying

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out in the townships the provisions of the electoral law. Such action could have been initiated by the Ministry of Interior ; it was not taken because the Minister, Saiyid Talib Pasha, was not disposed to hasten the general elections until he had instituted an extensive propaganda in his own interests throughout the country. He repeatedly gave private expression to the opinion that a general election should be delayed, and the law lay dormant in the files of the Ministry of Interior. The circumstances which led to recourse to a referendum for the purpose of choosing a ruler will be dealt with in their place. After the coronation of the Amir Faisal the electoral law, in common with all other laws, required his consent. Owing to its inherent defects, a considerable amount of revision was necessary, but in the meantime the Ministry of Interior took those steps which had previously been neglected and municipal elections were completed throughout the country by the end of March.

(*e*) *Creation of National Army.*—Shortly after the Council had entered on its duties I called the attention of the Ministers to the urgent need for the creation of a National Army, and by January, 1921, the nucleus of an 'Iraq General Staff was engaged in working out a scheme. One of the difficulties with which the Ministry of Defence was confronted was the number of 'Iraqi ex-officers of the Turkish army who sought employment. Pending their absorption in the 'Iraq army, the most liberal allowances compatible with the financial position of the country were barely sufficient to afford them a livelihood, and until they could be given occupation on full pay they formed a hungry and therefore discontented section of the community, which was a heavy pre-occupation to the Ministry of Defence.

Status of the Levies.

Their existence played a decisive part in determining the position of that Ministry with regard to the Levies, a locally recruited force under the ultimate command of British officers. Ja'far Pasha contended that if the Levies, at that time about 2,000 strong, were put under his charge he must find place for a proportion of those Arab officers who were waiting for employment. On the other hand it was feared that the introduction of this new element might dislocate the existing formation at a time when it was the sole resource for the preservation of order and the protection of the railway after British troops had been withdrawn from the Middle Euphrates. As this withdrawal was imminent, settlement of the question could not be postponed and the Council resolved early in February to place the Levies under the Ministry of Interior. Though the decision presented certain grave objections, inasmuch as it involved division of control over the armed forces of the country and reduplication of staff, I accepted it as the best means available to meet the urgent practical needs of the moment.

A programme for the progressive reduction of the British garrison in the 'Iraq and its replacement by native forces was one of the main questions which occupied the attention of the Cairo Conference. It was agreed that in order to facilitate the withdrawal of Imperial troops from Kirkuk and other frontier districts the Levies should be expanded by

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the addition of Kurdish and Assyrian recruits to a maximum of 5,000 men, but that no recruiting for Levies was to be carried out among the townsmen and settled villagers of Arab 'Iraq. It was further laid down that the Levies should be withdrawn from the Ministry of Interior and placed under my control, with the proviso that in time of war all local forces should come under the command of the G.O.C. so as to avoid dual control. As the Levies would be run and commanded by British officers it was considered that the National Government could not be called on to maintain them, and their budget was therefore transferred to the Imperial exchequer.

The Cairo Conference.

The decision of His Majesty's Government to create a separate department in the Colonial Office in order to co-ordinate our interests and responsibilities in the Near East called for a comprehensive revision of the situation, with a view to diminishing at the earliest possible moment the burden incurred by the British taxpayer, as well as to decide on broad issues of policy. The Secretary of State determined to summon a conference at Cairo and I left the 'Iraq in February, 1922, in company with the Commander-in-Chief, taking with me Sasun Effendi, Minister of Finance, and Ja'far Pasha, Minister of Defence. I was accompanied by the following members of the British Staff: Major-General E. H. de V. Atkinson, C.B., C.M.G., C.I.E., Adviser to Ministry of Works; Lieut.-Colonel S. H. Slater, C.I.E., Financial Adviser; Miss Gertrude Bell, C.B.E., Oriental Secretary. The Judicial Adviser, Sir Edgar Bonham Carter, K.C.M.G., acted for me during my absence.

It was incumbent upon the Secretary of State to place before the Cabinet the conclusions reached at the conference, but on April 11th, a few days after my return to Baghdad, I was able to gratify public expectation by publishing a communication of a general nature (*see* Appendix 4) which was followed on May 30th by the proclamation of an amnesty to political offenders (*see* Appendix 5).

The question of a ruler; ambitions of Saiyid Talib Pasha.

During the six weeks of my absence the internal situation had undergone some change. Saiyid Talib Pasha had toured the country south of Baghdad, carrying on a strong campaign of propaganda, ostensibly in favour of the candidature of the Naqib as future ruler of the country, but really with an eye to his own reversionary interest. In private conversation he had been perfectly frank as to his ultimate intention of becoming Amir and in many quarters his ambitions had roused alarm. I was greeted at Basrah by the Shaikh of Muhammarah, who pressed his own desire to come forward as a candidate, as well as by leading members of the Basrah community, who begged that the province might be placed under direct British control, thereby avoiding the disturbances and jealousies which in their opinion must inevitably accompany the setting up of an Arab State, and enabling Basrah to stand apart from the controversies of the coming election. On the other hand the number of those whose hopes centred in the Sharifian family had been increased by the return of well-known 'Iraqis who had

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served under the Amir Faisal in Syria. In the course of the next weeks they despatched telegrams to H.M. King Husain begging him to send one of his sons as a candidate for the throne of the 'Iraq. The main anxiety of the Naqib, who showed himself, as ever, devoid of personal ambition, was that no ruler should be imposed upon the country contrary to the wish of the people. I was able to satisfy him that such was not the intention of His Majesty's Government, but Saiyid Talib Pasha, no doubt realizing that if a son of the Sharifian house were acknowledged to be a suitable aspirant to the position he coveted, his chance of success would be dangerously jeopardized, continued to spread abroad rumours of an unjustifiable character to the effect that undue influence was being exerted against himself or, as he chose to word it, the Naqib. Finally, on April 14th, at a dinner party in his own house given to the correspondent of a leading London journal, at which the French and Persian Consuls were present, together with the Manager of the Mesopotamian Persian Corporation, the Amir Rabi'ah, Shaikh Salim al Khaiyun and other guests, Saiyid Talib Pasha in an after-dinner speech, looking towards the two tribal chiefs above mentioned, threatened the armed resistance of their 20,000 tribesmen if the declared policy of His Majesty's Government were not carried out, with the obvious implication that it was not being adhered to. On receiving a well-substantiated report of this speech on April 16, I considered it necessary to take immediate action and asked the G.O.C.-in-Chief to arrange for Saiyid Talib's instant removal. He was arrested on the afternoon of the same day in a public thoroughfare and conveyed by river to Basrah, whence he was deported to Ceylon. The circumstances were made known to the public in a communication issued on April 18th (*see* Appendix 6) and throughout the country satisfaction was undisguised. The messages of congratulation and thanks which I received revealed the singular mistrust and fear which Saiyid Talib was regarded with and I have no hesitation in saying that his departure relieved a grave popular anxiety.

Saiyid Talib Pasha remained in Ceylon, where his family was permitted to join him, till February, 1922, when he was allowed to proceed to an Italian spa for the benefit of his health.

The Kurdish Districts.

In accordance with the policy agreed upon at the Cairo Conference, shortly after my return I proceeded to ascertain the wishes of the Kurdish districts which lay within the area of the British mandate, with regard to inclusion in the 'Iraq State, and on May 6th a communication on the subject was circulated by the Advisers in the Mosul, Kirkuk and Sulaimani Divisions (*see* Appendix 7). I pointed out that from such information as had reached me it would appear that opinion in the Kurdish districts was divided between fear lest their interests should suffer by subordination to the National Government at Baghdad and a desire to maintain with the 'Iraq economic and industrial ties which it would be inconvenient to sever. In these circumstances, I suggested a solution which would avoid either evil and by providing adequate safeguards admit of political union.

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In the Liwa of Kirkuk where the population is mixed Turcoman, Kurdish and Arab, a Mutasarrif had been exercising his functions since February, but Arbil with a population mainly Turcoman and Kurdish had objected strongly to the decision of the Council of State to combine that Division with Kirkuk, according to Turkish precedent, placing the headquarters at Kirkuk. The proposal that Arbil should be formed as a sub-Division of Kirkuk Division, under a sub-Mutasarrif and Qaimmaqams, appointed directly by the High Commissioner, was favourably received and was thereupon adopted. The sub-Mutasarrif exercises the full powers of a Mutasarrif except in respect of matters connected with finance and revenue, the Army and Levies, external politics and relations with tribes in other Liwas, on all of which he must consult the Mutasarrif of Kirkuk.

The Kurdish districts of Mosul Division likewise agreed to the proposals, but as, for reasons above mentioned, a Mutasarrif had not yet resumed control, the existing administrative system was continued until after the coronation of the Amir Faisal and the creation of a sub-Liwa proved then to be unnecessary.

Sulaimani Division rejected, almost unanimously, any form of inclusion under the 'Iraq Government. It has remained at its express wish under direct British control, exercised through a British political officer. Every effort has been made to develop native administration along normal lines. Except for the presence of six British political officers, whose position is largely advisory, all administrative and revenue officials are local Kurds. In November, 1921, a Council of 12 members, 8 of whom were elected, while the political officer and three Kurdish officials occupy the remaining four seats, met under the presidency of the Political Officer, there being no local President agreeable to all. It has exhibited a lively and wholesome determination to take its part in the political life of the province.

3.—Election announcement of the Amir Faisal.

Arrival of the Amir Faisal.

Owing to the pre-occupation of His Majesty's Government in matters of grave importance at home, the announcement by the Secretary of State of the conclusions reached in Cairo was delayed till June. Meantime the vernacular press in 'Iraq had been eagerly debating the question of the future ruler, with a marked inclination towards the selection of the Amir Faisal, and on June 13th the news was published, with favourable comments, on the strength of private telegrams received by 'Iraqis from King Husain, that his son Faisal had left the Hijaz for the 'Iraq.

At a meeting of the Council of State on June 16th, the Naqib proposed that the National Government should make proper provision for his reception and a committee was appointed for the purpose. The report of the Secretary of State's speech in the House of Commons touching the policy of His Majesty's Government in the 'Iraq was received on June 16th and published in Baghdad on the following day. Friendly telegrams passed between His Majesty King Husain and His

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Highness the Naqib, and on June 22nd the Amir Faisal sent a wireless message to the Naqib announcing his expected arrival at Basrah on the 24th and received from the latter a cordial reply.

The imminent arrival of H.H. the Amir made a decision imperative, but the moment for decision was undoubtedly a difficult one. The country was staggering under the disillusions engendered by the movement of the previous year and suffering alike from the depredations of the tribes and the measures which had inevitably attended the restoration of law and order. There was a general desire for a period of recuperation, preferably under the strong arm of British administration, rather than for a call to embark on a fresh Nationalist adventure. These sentiments found expression in a petition bearing some 4,500 signatures presented three days before the Amir's arrival in the 'Iraq by an influential deputation from Basrah. The petitioners, while ready to recognise the sovereignty of the ruler who should be chosen by the people of the 'Iraq, requested that the district of Basrah, from which they expressly excluded all turbulent tribal areas, should be granted a separate political existence with full local powers in dealing with finance (subject to a contribution towards the maintenance of the ruler), local police and military services.

The Secretary of State's announcement gave to the bulk of the population that for which they were asking, namely, guidance from that Government whose obligation it was to proffer advice. The express exclusion of a republican form of government was recognised to accord with Islamic principles, as well as with the political conditions of the 'Iraq, while the assurance that His Majesty's Government would regard the Amir Faisal as a suitable ruler, should he be selected, cleared away apprehensions born of previous misunderstandings. But the Amir himself was his own best advocate. In a series of very remarkable speeches delivered on his arrival at Basrah and at receptions given in his honour at Baghdad, he gave eloquent expression to views as wise as they were liberal, and made a deep impression upon all sections of the community, represented by deputations which had gathered from various parts of the 'Iraq, including Mosul, to greet him at Baghdad. Never failing to dwell on the need of British assistance, he claimed that the 'Iraq could honourably accept the help of Great Britain, as a friend from a friend and a free people from the free. He handled with great discrimination the outbursts of his more impetuous adherents, reminding them that he had not come to impose himself on the 'Iraq nation but awaited its unfettered choice, either of himself or another, and he publicly rebuked a speaker who delivered himself of sentiments which might be interpreted as hostile to the French Government in Syria. This last point is of sufficient importance to justify me in reverting to an accusation raised by a French journal in Paris which stated that the Amir had declared to the editors of local vernacular papers that he hoped to reconquer Syria from Mesopotamia. He himself categorically denied the imputation, and its publication by Reuter's telegrams was followed by strongly worded *dementi* on the part of all the Arab press. I was at pains to trace the statement to its source and am satisfied that it was without foundation.

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The referendum.

The salient feature during the fortnight which followed the Amir's arrival in the 'Iraq was the growing conviction that the question of his election to the throne must be settled without delay. From insistence on the necessity for the immediate summons of the National Congress, public opinion, reflected in the vernacular press, turned towards resort to some speedier expedient. The Mosul deputation, a weighty and moderate body of men, as well as members of the Provisional Government, in private conversation expressed themselves in favour of a referendum, and by the end of the first week in July the local papers were advocating this course. It was as the result of the popular tributes that the Amir had received that H.H. the Naqib, without entering into consultation with me, proposed to the Council on July 11th a resolution, which was unanimously accepted, that the Amir Faisal should be declared King, and I acted in accordance with the expressed wish of the nation in replying that before concurring in or confirming the resolution of the Council of State, I felt it incumbent upon me to fortify myself by a direct indication of the choice of the people by means of a referendum.

The task of carrying out the referendum was entrusted to a committee formed by the Ministry of Interior. This committee issued to all Mutasarrifs the following orders :—

Resolution of the Council of State, dated July 11th, 1921.

On the proposal of the President, the Council of Ministers, at their meeting of the 11th July, 1921, passed a unanimous resolution declaring His Highness Amir Faisal King of 'Iraq provided that His Highness's Government should be a constitutional, representative and democratic Government, limited by law.

Before confirming the above Resolution, His Excellency the High Commissioner has considered it necessary to fortify himself with a direct indication of the assent of the people, and has accordingly requested the Council of Ministers to instruct the Ministry of Interior to take the necessary steps to that end. The Ministry of the Interior, accordingly requires that representative committees of the inhabitants of all Nahiyahs and Mahallahs should record their opinion on the above Resolution in the following form. The duty of presenting the madhbatahs to the Committee, and of forwarding them to Baghdad on completion, is entrusted to the Mutasarrifs of Liwas.

Form of Madhbatah.

We, the undersigned residents of Nahiyah/Mahallah in Qadha/Town of , in the Liwa of have heard, understood and fully considered the above Resolution of the Council of State, and it results that express themselves in agreement therewith, and profess their allegiance to Amir Faisal while have signified their dissent.

Signatures.

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The Sulaimani Liwa decided not to take part in the election of a King for the 'Iraq; with this exception, the referendum was carried out through the country. In Baghdad city a rider was added to the voting papers, laying down the conditions that the 'Iraq should be independent of any foreign sovereignty and that a National Congress should be convened in three months, but when news of this addition was received in other Liwas most of the townships or districts in which the vote had not yet been taken replied by laying down a condition that the continuance of the British mandate should be assured. The results of the referendum showed 96 per cent. of the votes to be in favour of the election of the Amir, the dissentient 4 per cent. coming mainly from the Turkish and Kurdish population of Kirkuk. In this Liwa, while the candidature of the Amir was rejected, there was no consensus of opinion as to an alternative. The Kurdish section asked for a Kurdish Government, but were averse from inclusion in the Sulaimani Liwa, while a few of the Turcomans favoured the idea of Turkish ruler. Ultimately a petition was presented to me asking that the Division might be given a year's grace before coming to a decision.

Accession of the Amir Faisal as King of the 'Iraq.

On August 18th, the Ministry of Interior informed H. H. the Naqib and the Council that an overwhelming majority had supported their resolution and the Council appointed a committee to make the necessary arrangements for the accession, which was fixed for August 23rd. In the presence of representatives of all local communities and of deputations from every Liwa of the 'Iraq, except Sulaimani and Kirkuk, I proclaimed H.H. the Amir Faisal to have been duly elected King of the 'Iraq and announced his recognition as King by His Britannic Majesty's Government.

Saiyid Mahmud Effendi, representing his father, H.H. the Naqib, delivered a prayer of thanksgiving and in a brief and moving oration, His Majesty the King laid down the principles by which his government would be guided, insisting on the need of strong and close co-operation between himself and his people, without distinction of class or creed, together with the maintenance of the alliance between the 'Iraq and Great Britain, to be embodied in a treaty which would be confirmed by the National Congress.

Immediately after the ceremony I delivered to His Majesty King Faisal the following telegram from His Majesty King George V:—

> "I offer Your Majesty my sincere congratulations on this historical and moving occasion when by the overwhelming vote of the people of 'Iraq the ancient city of Baghdad has once again become the seat of an Arab Kingdom. It is a source of deep gratification to myself and my people that combined military effort of British and Arab forces and those of their Allies has culminated in this memorable event. The treaty which will shortly be concluded between us to consecrate the alliance into which we entered during the dark days of the War, will, I am confident, enable me to

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fulfil my solemn obligations by inaugurating an era of peace and renewed prosperity for 'Iraq."

Signed, GEORGE, R. I.

H.M. King Faisal replied as follows :—

"I am profoundly touched and greatly rejoice at the Royal and gracious favour which you have extended towards me and towards my people in Your Majesty's message.

"On this auspicious day when Baghdad the city of the Khalifs has become for the second time the capital of an Arab Kingdom, I recall with pride how white has been the hand of Your Majesty and Your noble people in the achievement of Arab aspirations. I am confident that the Arab Nation will justify Your Majesty's reliance on the success of their efforts to regain their pristine glory provided that they continue to enjoy the support and friendship of Great Britain. I doubt not that the treaty which will be concluded shortly between us will strengthen the bonds of alliance already cemented with the minged blood of Briton and Arab on the battlefields of the Great War and that it will be established on unshakeable foundations.

"Finally, I wish Your Majesty and your honoured Nation continued prosperity and enduring glory."

Signed, FAISAL.

Resignation of the Provisional Government.

In conformity with constitutional practice, on the accession of the Sovereign H.H. the Naqib and the Provisional Government tendered their resignation to the King who, while thanking them for their past services, asked them to continue in office till a new cabinet should be formed. It was my grateful duty to intimate to H.H. the Naqib that His Majesty King George had been pleased to confer upon him, in recognition of his services to his country, the high distinction of Grand Commander of the Order of the British Empire.

Insertion of King Faisal's name in the Khutbah.

At the instigation of the Ministry of Auqaf, after consultation with H.H. the Naqib, His Majesty issued orders confirming in their posts Imams, Mu'idhdhins and other servants of the mosques. From the first Friday after the King's accession, the name Faisal, King of the 'Iraq, son of Husain King of the Hijaz, was inserted in the Khutbah.

Formation of King Faisal's first Cabinet.

The formation of the new Cabinet was not long delayed. On September 10th, His Majesty entrusted His Highness the Naqib with the office of President of the Council, which he had previously held, and the latter submitted to His Majesty the following proposals which were accepted.

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Minister of Interior	... ...	Haji Ramzi Beg.
,, Finance	... ...	Sasun Effendi Haskail.
,, Justice...	... ...	Naji Beg al Suwaidi.
,, Defence	... ...	Ja'far Pasha al 'Askari.
,, Communications and Works		'Izzat Pasha.
,, Commerce	... ...	'Abdul Latif Pasha Mandil.
,, Education	... ...	'Abdul Karim Effendi al Jazairi.
,, Public Health	... ...	Dr. Hanna Khaiyat.
,, Auqaf ...	... ...	Saiyid Muhammad 'Ali al Fadhil.

'Abdul Karim Effendi al Jazairi was unable to serve and a well-known Shi'ah man of letters, Saiyid Hibat al Din al Shahristani, assumed the office of Minister of Education.

No change in the Cabinet took place until the end of March, when after the raid of the Akhwan on the Muntafiq tribes, subsequently to be recorded, His Majesty, considering that certain Ministers showed by their ineffective attitude in Council that they had not realised to the full the gravity of the situation or the necessity of taking immediate steps to meet it, sent for three of them and called upon them to resign. The Ministers of Justice, Education, Commerce and Public Works accordingly sent in their resignations, while the Minister of the Interior, who had previously tendered his resignation, availed himself of its acceptance. These resignations were unfortunately followed by that of Sasun Effendi, Minister of Finance, who resigned in sympathy, being of the opinion that the action of the King in asking for the resignations and the Naqib in not resigning himself was unconstitutional. The Cabinet is now being reconstructed. Taufiq Bey, Governor of Baghdad, has been appointed to the Ministry of Interior, and Sabih Beg ibn Nishat, an officer of considerable reputation who has recently returned from Constantinople, to Public Works. It is hoped that Sasun Effendi will be persuaded to withdraw his resignation.

King Faisal's position.

During the seven months which have elapsed since his accession, King Faisal has steadily consolidated his position in the confidence and affection of his people. When the rigours of an exceptionally hot summer were over, he paid a state visit to Mosul where he was met with spontaneous demonstrations of loyalty which bore witness to the vanity of Kamalist propaganda. A subsequent visit to the Hillah and Karbala Liwas was the occasion for a welcome no less enthusiastic, and when in November he honoured the Muntafiq with his presence, tribesmen and townsmen assembled from all parts of the Liwa to greet him. His great reputation as a patriot and a leader is to Arab Nationalists a guarantee of the fulfilment of their aspirations, while his tact and wisdom, combined with his steady reliance on the help and friendship of His Majesty's Government, are an assurance to all that the fortunes of their country are being laid on sound foundations. His

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presence in Baghdad has from the first stimulated a sense of unity in the 'Iraq. The deputations which gathered from all parts of the country to greet him and to witness his coronation served a double rôle. Not only did they give opportunity for acquaintance and understanding between himself and the leaders of opinion in 'Iraq, but they also enabled 'Iraqis, who were imperfectly or wholly unknown to each other, to meet in pursuance of a common national purpose and to take cognizance of each other's local circumstances and prejudices. His Majesty's application to his political duties, his eager participation in the efforts of his subjects to solve local difficulties and his constant readiness to give personal attention to all who seek his aid, have combined to make his audience chamber a centre of national consciousness.

II. INTERNAL ADMINISTRATION.

1.—Survey of Provincial Administration.

Smooth working of the new system.

I can record with deep satisfaction that the gradual substitution of Arab for British officials has proceeded without causing any dislocation in the administration of the country. The fact reflects equal credit on all affected, and while expressing my appreciation of the willingness shown by responsible Arab officials to profit by the experience of their British colleagues, I must offer the latter most cordial recognition of the zeal and sympathy which they have shown, in accepting and adapting themselves to their new duties. Such special difficulties as have confronted the Arab Government have been due to no lack of confidence between the two constituent parts of the administration, but to circumstances inevitable to the institution of a new regime, or to difficult problems of long standing which became more clearly apparent when the military force which supported the Government of Occupation was diminished or withdrawn.

Administration difficulties in the Muntafiq Division.

The Muntafiq Division has provided an instructive example on both counts. For reasons already indicated it was not possible there to proceed to rigorous measures of pacification. Not only did the tribes remain in possession of their arms, but they devoted themselves to the acquisition of additional weapons, with the result that the Division is perhaps to-day more heavily armed than any other part of the 'Iraq. They were thus in a position to defy the Government, an attitude for which they had been noted in Turkish days, and they were persuaded that the Arab Government was one which could be defied with impunity. During the period of military occupation it had been the policy of the Civil Administration to reduce to order the chaos inherited from the Turks by restoring authority to the tribal shaikhs and using them, thus vested with the might of British prestige, to carry out the behests of the supreme authority. The outbreak of 1920 destroyed the edifice thus successfully constructed and the tribes relapsed into a traditional state of anarchy. The powerlessness of the tribal chief to stand without the support of Government was illustrated

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in the Suq district by a series of brutal murders, culminating in February in the assassination in his own guest house of the Shaikh of the Albu Khalifah who had invited his tribesmen to confer on the means of collecting outstanding revenue. The fact that at that period punitive measures could not at once be taken confirmed the general belief that the Arab Government could not exact obedience; an orgy of crime, inter-tribal disputes and murders followed, and though the Albu Khalifah were successfully dealt with in July, the Suq and Hammar areas have been the scene of almost continuous petty outbreaks. The support afforded by the R.A.F. to police and gunboats has been invaluable in dealing with the situation, and there is a growing conviction among the tribesmen that official orders must be treated with respect.

Further north, on the Gharraf Canal, several notable instances of lawlessness met with speedy retribution, with the result that this area is now fairly well under control. For several months past inter-tribal fighting has ceased, public security has improved, the tribesmen no longer carry arms and Government dues are coming in regularly. It is also gratifying that in the case of two serious disputes over land claimed by the Shaikh of Chabaish, the threat of tribal warfare was successfully checked by official investigation.

The Samawah district shares the characteristics of the Muntafiq proper and has been the scene of similar difficulties, while near the mouth of the old Euphrates channel, sections of the Madinah tribes, after prolonged disregard of Government orders, have required coercion.

Towards the close of the financial year something over 9 lakhs of revenue were still outstanding in the Muntafiq, about 4 lakhs being in respect of the demands of 1920–21. Though the 'Iraq treasury can ill afford to forego its dues, a reduction of 25 per cent. on the saifi demands for 1921–22 has been agreed to.

The tribal question.

It may fairly be said that in no part of the 'Iraq is the question of tribal disintegration and the problem of finding a substitute for shaikhly authority more acute than on the lower Euphrates, but it must not be forgotten that the primitive structure of Mesopotamian society and the contrasts between urban and rural conditions must for many years to come tax the patience and wisdom of the Central Government. The country is in a state of transition. In some cases the Shaikh is a leader only in name and Government deals directly with the sectional chiefs, in others the Shaikh is paramount over a tribe or a confederation and the sectional leaders come rarely into contact with the executive authority. But as a rule even the paramount Shaikh depends on the backing of the central Government, without which he is powerless. When he attempts to enforce orders, for the execution of which he is nominally responsible, his tribal influence dwindles and vanishes, while, if he sets himself to gain or preserve local prestige, he is apt to become a menace to the State. On the whole he is anxious to fulfil the services required of him, and if he be actuated mainly by a desire to maintain his own position, under present circumstances care should be taken not to alienate his allegiance.

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It is nevertheless imperative to encourage all revenue payers to deal direct with the local executive, so as to prepare for the moment when the tribal system will drop into final decay. The progress of this social development will be in direct ratio to the general advance of civilization throughout the country. The outlying provinces which are in close contact with the desert and desert institutions, the more inaccessible regions of the 'Iraq, such as the marshes of the southern delta and the unirrigated steppes of the Jazirah, may for some considerable time hold to the ways of their forefathers, but the opening up of the country, the diffusion of education and, more especially, the recognition that there are modes of life more profitable than that of raider and robber will strike at the root of tribal organization.

Development in Dulaim Division.

As an encouraging example I would instance a Division no less tribal in organization than the Muntafiq, that of the Dulaim. The development of the Saqlawiyah Canal between the Euphrates and the Tigris, largely due to the energy and initiative of Shaikhs 'Ali al Sulaiman and Mushhin al Hardan, has provided for the settlement of 2,000 tribesmen. These have been drawn from the somewhat unprofitable semi-nomadic elements of the Dulaim confederation and will greatly add to the wealth and resources of the country. Already projects are in hand for the building of a town in the centre of this new agricultural district which has lain waste since the days of the Khalifs, though the presence of burnt brick and other traces of habitation in every mound show how thickly it must have been populated in 'Abbasid times. A little farther to the south the re-digging of the Yusufiyah canal, the ancient Nahr Malkah, is restoring to settled life a region where the remains of famous Babylonian cities bear testimony to former prosperity.

It rests with the 'Iraq Government to encourage the wandering shepherd to take to permanent settlement as a cultivator by giving him satisfactory terms of tenure and securing to him his due share of the fruits of his labours by means of honest and enlightened administration. The creation of an intelligent and capable civil service is not the work of a day, but creditable efforts in this direction are being made by the appointment to positions of responsibility of men of education who, though they may be somewhat lacking in experience, bring an increasing measure of intellectual training to bear upon their task.

The Zubair Nahiyah.

As a step towards the unification of administration the transference of Zubair from shaikhly government to the status of a Nahiyah may be noticed. From the period of the Occupation the town and district, which lie some 8 miles west of Basrah on the edges of the desert, had been administered by Shaikh Ibrahim, who had rendered valuable services during the war. But his autocratic rule had become an anachronism and was resented by the inhabitants. It was brought to an end in June, when a normal municipality was established and a mudir appointed.

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'Amarah Division.

The division of 'Amarah has been substantially untroubled. At the beginning of the period under review a successful redistribution of Muqata'ahs (estates leased from Government) was carried out, with the object of providing for certain shaikhs who had been persistent in hostility during the war and on making submission had not been restored to their former position.

Certain difficulties were experienced with the sections of the Bani Lam who followed Ghadhban ibn Bunaiyah. Ghadhban is a man of marked personality, but his rule was oppressive and he was deposed at the request of his tribesmen in favour of his son 'Abdul Karim in 1919. Part of the Khasraj tribe, who occupy the border between 'Iraq and Persia, had been under his control, while the large proportion of his Bani Lam sections live permanently in Persia. 'Abdul Karim proved incapable of asserting his authority either over the Bani Lam or the Khasraj. Matters came to a head in March 1921; the Khasraj refused to acknowledge 'Abdul Karim and the opportunity was taken to hand over to the Persian authorities the control of all tribes residing within the Persian border. 'Abdul Karim, who had himself lived continuously in Persia, attempted to take up a truculent attitude and was outlawed from 'Iraq. He has since subsided into obscurity.

Tribal difficulties in Diyala, Kirkuk and Baghdad.

Diyala and Kirkuk Liwas, together with the Samarra Qadha of Baghdad, have suffered from inter-tribal enmities leading to petty raids and other breaches of public peace. As yet the terms of the agreement arranged in Baghdad in December have not been fully complied with. These troubles, together with such as have occurred among the Kurdish elements in the Divisions in question, were largely an aftermath of the disturbances of 1920, coupled with a conviction that the Arab Government was not in a position to maintain order. The efforts of the police are gradually dispelling this impression.

Mosul Division.

Progress in the Mosul Division has been well maintained. A promising step in the direction of agricultural development was taken in May, 1921, by the enterprise known as "Mosul Farms Limited," the Managing Director of which is Mr. J. M. Birch, who was formerly Agricultural Circle Officer in Mosul. The capital has been subscribed almost entirely by local people. The aim of the Company is to farm on a large scale with the aid of the most modern forms of agricultural machinery. The Company have obtained a thirty years' lease of the Sanniyah lands of Jurf and Dhibaniyah, between Nimrud, the ancient Kalah, and the mouth of the Zab, for which they are to pay, including both land tax and rent, the equivalent of one-tenth of the value of their crop, assessed every five years. The terms are easy, but not unduly so, considering the value of the object-lesson in modern agricultural methods which the Company's working should provide. Apart from their cultivation of wheat and barley by "dry farming" methods, it

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is their intention to grow cotton by irrigation and also to experiment with arboriculture. Pending the arrival of their big machinery, which only reached Basrah at the end of the year, the Company have been cultivating their lands with two Fordson tractors.

Pacification of the northern area of Dulaim Division.

I have already made allusion to the disturbances in the northern parts of the long and straggling Division of Dulaim. The ancient hostility between the towns of Rawah and 'Anah was embittered by the disaster under which 'Anah suffered at the hands of the Rawiyin and the 'Aqaidat in 1920. In the autumn of 1921 a party of Rawah notables, who were on their way to Baghdad via Tikrit, were attacked in the desert, a few hours east of Rawah, by Dulaim raiders who inflicted on them casualties. The party had been warned that the route was not safe and assured of protection, under the guarantee of Shaikh 'Ali Sulaiman, if they would travel by the Euphrates. Representatives of the two towns and of the Dulaim tribe were summoned to Baghdad by the Ministry of Interior for the purpose of settling up scores. 'Anah and the Dulaim readily obeyed; Rawah prevaricated and procrastinated and it was not till the end of March, 1922, that the representatives, together with several leading shaikhs from other parts of the country, chosen to adjudicate between the parties, met in Baghdad.

Consolidation of French authority beyond the frontier.

Meantime during the course of the autumn and winter of 1921, the French Government established its authority across the frontier. The suppression and pacification of the lawless 'Aqaidat, who are at feud with the tribes within the 'Iraq border, was regarded by the latter with unmixed gratification. The peace of the Euphrates road within 'Iraq territories had been disturbed by raids and forays on the part of tribesmen higher up the river, and the Euphrates townships had suffered from the complete interruption of communications and commerce. These are now re-established and the task of the 'Iraq Government in maintaining law and order is simplified by the gradual disappearance of a disturbing element from without. The road from Mosul to Aleppo via Dair al Zor has also been opened and for the past three months continuous motor traffic has been maintained between the two places.

My relations with the High Commissioner for Syria have been of the most cordial nature. I have addressed His Excellency General Gouraud on the subject of the protection of desert traffic from attack and extortionate demands on the part of the tribesmen and have found him courteously eager to co-operate in seeking to facilitate peaceful intercourse between Syria and the 'Iraq. British and Arab local officials in 'Iraq have likewise found their colleagues across the border to be imbued with the same helpful spirit. I have recently taken up with the High Commissioner for Syria, at the request of the 'Iraq Government, the question of a comprehensive settlement of trans-frontier claims arising out of the disorders of the last eighteen months

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and I have every hope that we may reach a solution advantageous to both administrations. In these matters I have never failed to receive the hearty support of H.M. King Faisal.

2.—Elective Bodies.

Municipalities.

After the British occupation municipal elections ceased to be held in 'Iraq : Mayors were appointed by the local Political officers, together with a small Municipal Council to assist them in their work. This sytem worked well enough during the war, but with the introduction of a settled administration it was obviously desirable that elections, which had been customary under the Turkish regime, should be resumed. The desire for elections had been made clear from time to time and in Mosul Liwa elections actually were held in the spring of 1921, the Turkish Municipal law being altered in such manner as was considered necessary to fit the altered circumstances.

The decision to hold elections in all municipalities was taken by the Council of Ministers in the autumn of 1921, and the Turkish Municipal Law, translated into Arabic, was sent to all Liwas to be made use of as it stood, the only important change made in it being that universal manhood suffrage was introduced as a means of solving the difficulty which arose from the fact that the voters' qualifications, according to the law, was based on the wergo tax, the collection of which has been in abeyance since the British occupation. This change, while in strict conformity with the democratic professions of the new Government, would appear to have been somewhat premature, but on the whole the results have been fairly satisfactory.

The Turkish Municipal Law is not, however, a good instrument. It is burdened with much unnecessary detail while much that is important is omitted. The experience gained during the recent elections should be of value in the task of remodelling it in the future.

The policy of Government with regard to municipalities is to free them as far as possible from official interference and control and imbue them with a sense of responsibility. To this end proposals are now on foot for delegating to the elected Municipal Councils wide financial powers and authority to improve local by-laws, as long as only local interests are affected thereby.

The principal resources of municipal revenues are tolls on such bridges and ferries as are maintained at the expense of municipalities, house tax levied, as a rule, at the rate of 10 per cent. of the rental of each house situated within municipal boundaries, slaughter-house fees, brokerage fees, rents of municipal properties, building tax, landing stage tax and profits from municipal trading concerns. With the exception of the house tax and the landing stage tax, these taxes were levied by municipalities in their present form under the Turks. The present house tax is merely a modification of the old Turkish wergo which was intensely unpopular and by no means easy to assess, but the landing stage tax has been introduced since the British occupation. It is justified by the considerable expense to which municipalities are put in maintaining landing stages and river walls and the difficulty in

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many cases of raising sufficient funds for the purpose. The new imposition was intended to supply the necessary funds by imposing a small tax on all goods landed in each municipality, and it can be claimed that it has fulfilled its purpose and been met with little or no objection.

A feature of municipal progress during the past year is the expansion of municipal enterprise in the institution of services of public utility. Consequent on the reduction of the British troops in this country many stations hitherto containing garrisons have now been evacuated. For the benefit of the troops there had been installed in the towns electric light plants and water supplies and many municipalities have seized the opportunity afforded of taking over, at a comparatively low price, the services declared surplus by the army.

Satisfactory progress is noticeable in the larger towns. The Municipality of Basrah has maintained its former high standard of civil enterprise; special thanks are due to Rajab Effendi al Na'mah, who held the post of Mayor from March, 1921, till January, 1922, for the attention and ability he has shown in carrying out his duties, and to the Assistant Divisional Adviser for the Municipality, Captain R. E. Alderman, C.I.E., O.B.E. To the cleanliness of the town may be attributed the absence of any serious epidemics. Metalled roads have been extended, graded to ensure good surface drainage, and widened, the building of the Maude Memorial Hospital, of which about half the cost had been subscribed locally, put in hand, new houses and markets erected and repairs carried out under the auspices of the Municipal Engineer's Department.

In Baghdad the Ministry of Auqaf has steadily improved its property by the rebuilding of houses and bazaars, while a number of buildings along the new thoroughfares have been erected by private persons, but municipal enterprise has been somewhat lacking. Useful projects, for the metalling of roads, the provision of a sufficient water supply, as well as for a tramway line, are now under consideration.

A scheme for supplying Mosul with water, at an estimated expenture of about 7 lakhs, was approved in the beginning of 1921 and is now well on the way towards completion. The Municipality has taken over the new bridge built by the military authorities and completed the grading and levelling of Ninewah Street, the main thoroughfare, which bids fair to be the finest street in 'Iraq.

Divisional Councils.

During the British occupation, Divisional Councils were appointed in all Liwas. They met at regular intervals under the presidency of the Political Officer and proved themselves of genuine value. All of these, however, with the exception of that at 'Amarah, ceased to sit after the outbreak of disturbances in 1920, and even the 'Amarah Council has now ceased to function.

In Mosul, the Political Officer instituted Liwa and Qadha Councils in May, 1921, appointed *ad hoc*.

In the autumn of 1921, the Council of Ministers issued orders for the reintroduction of elective Majlis Idarah in all Liwas and Qadhas on the lines of the old Turkish Councils. These Councils have not yet

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come into being in Baghdad, Basrah, 'Amarah and Dulaim, and the Turkish administrative law needs extensive alterations. A Committee has been appointed to prepare a revised draft of the law for submission to the Council of Ministers.

3.—Government Publications.

There remain now no Government publications in English. The English daily papers in Basrah and in Baghdad have both been sold to private companies, as also have the Arabic daily papers of Basrah and Baghdad.

The Arabic newspaper *Al Mosul* is still published as a Government paper in Mosul together with a Turkish paper, *Najmah*, in Kirkuk and a Kurdish paper in Sulaimani.

Certain members of the Government are anxious to have an official daily gazette, published in Arabic only, which shall contain the official notifications of all Government departments. There are, however, difficulties in the way of this proposal and much doubt is entertained as to whether it will be possible to issue it in the near future. The matter is still under discussion.

4.—Literary, Scientific and Charitable Institutions.

The most important institutions of this nature are :—

(*i*) Jama'iyat al Khairiyah al Islamiyah. This is a charitable institution founded in Baghdad in November, 1921, its declared objects being to rescue from the streets the blind and the infirm, widows and orphans, and to institute a home where such persons can be attended to and where orphans can be brought up as useful citizens. Its resources are obtained from monthly contributions and from bequests. Its books are to be open to inspection at any time and statements of the accounts are to be published periodically in the press.

(*ii*) The Ma'had al 'Ilmi, a scientific and literary club, was opened in Baghdad in January, 1922, the opening ceremony being performed by the King himself. Its objects are to spread education, provide lectures and a reading room where local and foreign publications can be seen, and to translate and publish works in foreign languages. The first of these to be taken in hand is Sir W. Willcocks's report on irrigation.

(*iii*) The Nadi al 'Adabi of Mosul.

(*iv*) The Nadi al 'Adabi of Hillah.

These two clubs are copies of the Ma'had al 'Ilmi of Baghdad.

(*v*) The Saff al 'Adabi is a Jewish club, the object of which is to arrange lectures and evening classes for its members.

5.—Police.

Formation of Regular Police.—The year 1921 has seen the formation of regular police throughout 'Iraq under the central control of the Inspector-General of Police, with headquarters at Baghdad. An Inspectors' Training School has also been organized, and during the

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year Inspectors were trained and passed out for the whole country. In October, 1921, the Mosul District Gendarmerie were taken over. The work of reorganization into regular police is still proceeding.

Nuri Pasha Sa'id was appointed Director-General of Police with effect from January 1, 1922, and during the coming year it is proposed to appoint Arab Commandants and Assistant Commandants of Police in every Liwa and Qadha and to transform the present British staff into an Inspectorate. British Gazetted officers have been reduced from 32 to 25 and Non-Gazetted officers from 52 to 32. The end of the financial year finds 22 'Iraqi Gazetted officers employed; during the course of the year 1922, it is hoped to increase this number to 56. Arabic numbers and cap badges have been introduced and Arabic words of command are used.

Arms.—The Police are at present armed with the 1914 ·303 British rifle, with Martinis and Sniders for town patrol work; but it is hoped very shortly to arm the entire force with the short Lee-Enfield.

C.I.D.—A Central Finger Print Bureau was formed at Baghdad in May, 1921.

The Baghdad Passport Office was transferred in March, 1921, to the Commandant of Police, and at the end of July a Passport Examining Post was organized at Quzil Robat with a view to establishing surveillance over movements to and from Persia. Since December it has been in charge of an Arab officer.

Railway Police.—Much progress has been made in the Railway Police during the year. Armed police posts are being established at all the bigger stations and pilfering from goods trains has almost ceased.

Strength.—No difficulty has been experienced in recruiting for the Police and the cadres given in Appendix 9* are almost all up to strength.

Duties.—The Police have been frequently engaged in combination with aeroplanes or Levies, or both together, in operations of a miliatry nature against the tribes. Inter-tribal disturbance in the Baghdad, Diyala and Kirkuk Divisions called for action on a comparatively large scale in November, 1921, in which the Police acquitted themselves with success. Work of this kind has been specially heavy in the Nasiriyah Division, where also the Police have been occupied with preventing the importation of arms. In the Arbil Sub-Division the Police Force has co-operated with the Levies and R.A.F. in measures against the insurgent tribes and the Turks. When the small post at Batas was surprised by the Turks in July, Inspector Kamal was brutally murdered after he had been forced to surrender. In the rear-guard action which followed on the ambush at Babachichik in December the Police held up the enemy and did much to stabilize the situation. On this occasion the Commandant, Captain Littledale, received the special thanks of the Inspector-General, Levies, on the steady behaviour of his men under fire.

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Camel Corps.—In March, 1921, Captain Williams, Commandant of Police at Nasiriyah, was charged with the organization of a camel corps, under the standard of the Dulaim, to patrol the desert frontier and preserve peace on the Euphrates road. It consists of 250 men, 150 riding camels, 20 baggage camels and 90 horses (included in Appendix 9*, in the mounted strength of Dulaim Division), and is under the British District Commandant. The Dulaim Camel Corps proved so conspicuous a success that in the early part of 1922 the formation of two others, each 200 men strong, was ordered. One of these, on the southern desert border, was placed under the command of Yusuf Beg al Sa'dun, with Captain Corry as adviser, but it had scarcely come into existence before in March it met with disaster at the hands of an overwhelming force of Akhwan. It is intended to reach the same strength as the Dulaim corps. The other, under 'Ajil Beg al Yawar of the Shammar, for the purpose of preserving order in the Jaziarh desert on the frontier west of Mosul, is based on Tall 'Afar. It is at present in course of formation. The force is entirely under the command of Shaikh 'Ajil, who receives a monthly allowance to cover all expenses. It is uuderstood that the corps will be of the same strength as the others. The men are not regarded as Police personnel, although under the supervision of the Director-General of Police, who is responsible to the King.

6.—Prisons.

No prison is on a separate system; all are in association wards.

A convict warder is in supervision in each ward.

Each prison contains six wards, including a hospital ward, and four cells usually occupied by lunatics.

Taking the average number of prisoners in gaol, 350 cubic feet of space are allowed for each prisoner during the hours of sleep, together with a superficial area of 35 square feet.

Prisoners are classified as follows:—

Habitua'ls.
Casuals.
Rigorous imprisonment.
Simple imprisonment.
Civil debtors.
Under trial.

There is no penal labour. Other kinds of labour in use are road repairing, brickmaking and coolie labour. A small number of prisoners are engaged in trades, such as tailors, carpenters, smiths, bakers, cooks, etc.

The majority of prisoners are employed beyond the walls of the gaols on road repairs, brickmaking, or coolie labour on British military dumps, and are supervised by a British warder guard with a British warder in charge.

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Escapes of prisoners so employed have been as follows :—

1919...	8
1920...	40
1921...	17

The profits of prison labour are paid to superintendents of gaols, who pay the sums into the Treasury.

The cost of prisons during the year 1920 was Rs. 6,35,978, while prisoners' earnings amounted to Rs. 92,445.

Ten hours are allotted for sleep. Wards are lighted with electric light where it is available. There is no patrolling.

In 1921, 1,554 prisoners were punished for offences against gaol discipline, with an average daily population of 1181·29.

If any European happens to be in gaol, arrangements are made for the attendance of a chaplain. Prisoners are allowed their religious books.

As regards remissions of imprisonment, three days monthly are awarded for good work and good conduct.

All who have died in prison have been attended by the medical officer, who gave the necessary death certificate. The sanitary state of the gaols is on the whole good. Prevailing diseases are fevers, dysentery, abscesses, ulcers, venereal ailments, etc.

Three meals are given per diem, morning, noon and evening. The scale of diet is as below :—

Europeans.	Ordinary.	No. 1 Diet.	Penal Diet.
Oatmeal ... 2 ozs.	Atta ... 12 ozs.	Same as ordinary with the following daily additions.	Atta.
Bread ... ... 1½ lb.	Rice ... ... 8 „		
Meat and bone 12 ozs.	Dhall ... ... 2½ ozs.		Bread, 1 lb.
Vegetables ... 12 „	Ghee ... ... 1½ oz.	Tea ... ¼ oz.	Water.
Ghee ... ... 1 oz.	Salt ... ... ½ oz.	Sugar ... 1 „	Ad lib.
Tea ... ... ¼ „	Dates ... 2 ozs.	Meat ... 8 „	
Sugar ... ... 1¾ ozs.	Tamarind ... ¼ oz.		
Salt ... ... ½ oz.	Vegetables ... 8 ozs.	HOSPITAL DIET.	
	Meat (twice weekly) 8 „	As ordered by the Medical Officer.	
MEALS.	MEALS.		
BREAKFAST.	BREAKFAST.		
Porridge ... 1 pint.	Dates ... ... ½ lb.		
Bread ... ... 2 ozs.	Bread ... ½ „		
MIDDAY MEAL.	MIDDAY MEAL.		
Bread ... ... 8 ozs.	Boiled Dhall 2½ ozs.		
Meat with bone 8 „	Bread ... ½ lb.		
Vegetables ... 12 „			
Ghee ... ... 1 „			
EVENING MEAL.	EVENING MEAL.		
Tea ... ... 1 pint.	Vegetables ... 8 ozs.		
Bread ... ... 8 ozs.	Rice ... ... 8 „		
Meat ... ... 4 „			

Note.—Europeans. Two ozs. of dhall on Tuesdays and Saturdays in lieu of 4 ozs. of vegetables, 4 ozs. of rice may be issued twice weekly in lieu of 4 ozs. Vegetables. Salt, ½ oz. daily.

Porridge. To every pint, 2 ozs. of coarse Scotch oatmeal and salt.

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There is at present no lunatic asylum in 'Iraq. During the war lunatics from this country were sent to India for detention, but this practice has now ceased, and as a temporary measure lunatics are detained in the gaol. Plans are, however, being made for the construction in the near future of a lunatic asylum for men. The number of lunatics who reach an asylum is, however, very small, as the Arab still prefers to take his lunatics to one or more of the tombs where cures are said to be both sudden and painless.

7.—Agriculture.

The Arab rising in the middle of 1920 disorganized for a time the work of the Department owing to the fact that the Experimental Testing stations had to be abandoned. By October, however, it was possible to resume work in three districts where considerable progress was made, considering that much initial work had to be begun afresh. Agricultural Officers were posted to Mosul, Kut and Ba'quba, and Testing Stations established in the latter areas.

In Mosul the Agricultural Officer devoted a great part of his time to the study of the local breeds of sheep. This officer had special training in the Australian wool industry and the administration were particularly fortunate in securing his services after demobilization. Owing to financial stringency, however, it was found in the spring of 1921 that a whole-time officer could no longer be spared for Mosul. This was particularly unfortunate as the area in question comprises the large dry farming tracts north of the Jabal Hamrin range of hills where most important problems demand the services of a whole-time officer.

The most pressing of these problems are :—

(i) The organization of the cultivators to combat annual ravages of locusts (*Dociotaurus Moraccanus*).

(ii) The demonstration of harvesting and threshing machinery.

(iii) Investigation of the "Sun" pest of wheat.

(iv) Improvement in the preparation and marketing of wool for export.

The Ba'quba area is the important fruit-growing centre in 'Iraq. It also held out promise of considerable development with regard to cotton cultivation. Ba'quba was also selected as being the most convenient locality for attempting a revival of the silk industry. An 'Iraqi of known capability was delegated to Kashmir to undergo a course of instruction in sericulture, and, on his return to 'Iraq in the spring of 1921, he embarked on district propaganda work and initiated a small training and demonstration centre in Ba'quba town. His efforts have been successful so far, and if he is allowed to continue the very useful work which he is now conducting, there is eventually a promising future for the silk industry, not only in Ba'quba but in the Mosul, Kirkuk, Sulaimani, Baghdad and Basrah areas. It will be some time however, before the present methods of rearing silk worms will be superseded by new and improved ones. The effort merits continued support and should receive every encouragement.

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Owing to insistent demands for an Agricultural Officer at Kut, the headquarters of the Agricultural Officer at 'Amarah were transferred from 'Amarah to Kut early in 1920.

A testing Station was established primarily with a view to duplicating experiments carried out on the Cotton Farm at Karradah. The only site available has since proved unsatisfactory, and the Testing Station will be closed down in the autumn of 1922.

No officer was appointed to the Baghdad area until May, 1921. Prior to this date its needs were attended to by the Deputy Director of Agriculture. Of the multifarious duties imposed upon this charge, foremost was the initial work connected with the commencement of the Government Experimental and Demonstration Farm at Rustam on the Diyala. Adverse conditions and the difficulties inseparable from the organization of such a large undertaking, especially with constant changes in staff, rendered preliminary spade work particularly trying. It will be a considerable time before the institution can fully perform its intended functions. One of the first essentials is the appointment of an experienced European Manager capable of dealing with and demonstrating modern implements and machinery. For this class of work the type of Indian subordinates employed at present is not satisfactory. This is no reflection on the said subordinates, who have many estimable qualities; they simply lack experience.

District work in the Baghdad area was concentrated mostly on the Saqlawiyah and Yusufiyah canals where it was anticipated there would be a good chance of cotton propaganda succeeding. Owing to adverse circumstances the crop on both canals was a distinct failure. Not only on the two mentioned canals, but elsewhere, the yields of cotton were very disappointing. This was due in part to exceptionally hot winds and consequent shortage of water, but the main difficulty lies as yet in the ignorance of the cultivators.

Late in the season a revised estimate of 350 bales was anticipated, but the total yield only amounted to about 60 bales. Thus the whole country produced less than was grown on 80 acres the previous year. It is unpleasant to have to admit defeat in the cotton season of 1921, but it must be remembered that this was the first year in which active propaganda had been undertaken although much had been written about cotton previously. 'Iraq undoubtedly holds out immense possibilities for the cultivation of cotton, but it is essential to bear in mind that progress will of necessity be slow. No useful purpose would be served by undue optimism, a fact which is likely to be again illustrated in 1922. The Yusufiyah area will probably yield promising quantities of cotton, but elsewhere reports are less favourable. Propaganda should be continued on areas like the Yusufiyah where cultivators are at last responding to instructions, and it is interesting to observe how in this area particular attention is paid to ridging the land before sowing. Wherever cotton has been cultivated on ridges, the results have been good, whereas there have been nothing but failures reported wherever cotton has been grown on the flat.

Regarding importation and trial of implements and machinery, the work has not been systematized, and until this is done it is question-

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able if progress will be effected. This work demands the services of a trained Agricultural Engineer, but so far no one has been appointed. There is no demand for small implements. It is considered, however, that there is likely to be a demand for tractors in time, but not until conditions allow of development schemes being undertaken either by Government or by the granting of land concessions to private enterprise.

Flax growing is beginning to attract the attention of the more enterprising cultivators. They are looking for a crop to replace wheat and barley now that the prices of these cereals have fallen. The Department of Agriculture introduced five varieties of flax and have grown them. The yield of straw was good, but the quality of the fibre poor. This was due to there being no one in the department having any experience of flax retting. This year, however, experiments are being carried out to discover the length of time required to rett flax in Tigris water at various times of the year. A machine has also been imported to do the scutching, and with its aid it is hoped to be able to turn out samples of fibre which will receive better valuations.

The Entomological Section of the Department of Agriculture has conducted investigations which should have a far-reaching effect on the date industry of the country. The two worst enemies of the date in 'Iraq are the diseases known as Toz and Mann. Effective control measures have been worked out, and it is hoped that considerable progress will be made in combating these diseases in the near future.

The department has been without a Botanist for the last two years, consequently plant breeding has been confined mostly to making selections of cotton, noting and recording their habits of growth, flowering and bolling.

About seventy indigenous varieties of wheat were isolated by Dr. Graham when he was Director of Agriculture. These have since been grown in observation lines and their characteristics noted. Strength of straw, rust resistance and yielding capabilities are looked for, and in another year it is hoped that sufficient seed will be available to enable varietal tests to be conducted. The same has been done with many exotic varieties of known reputation in other countries.

8.—Arms Traffic.

The disturbances of 1920 and the subsequent exaction of rifle fines from the tribes produced a strong demand for rifles and ammunition with the result that the importation of arms into 'Iraq, though legally prohibited, became a lucrative business which continued to be carried on in secret in spite of all efforts to prevent it. This was especially true in the case of the Euphrates districts. Arms were imported from two sources, viz., Syria and Central Arabia, the former being the more important of the two. Reports dating from May, 1920, indicated that hostile organizations well supplied with funds existed for the purpose of collecting and forwarding arms and ammunition to 'Iraq. A report dated February 4th, 1921, stated that the Arabs of 'Iraq had been provided through these organizations with as many rifles as they required and that more would be despatched. How far

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the importation of arms into 'Iraq has been prompted by these outside influences, as distinct from the general law of supply and demand, it has not been possible to determine with any certainty.

(i)—*Arms traffic from Syria.*

In October and November, 1920, the capture by the Shammar and by the 'Anizah respectively of two caravans from Damascus carrying 300 rifles (Mauser) apiece brought the question of the importation of arms into 'Iraq from Syria into prominence, and it was requested that representations should be made to the French authorities with a view to checking at the fountain head a trade which might subsequently become a source of embarrassment as much to Syria as to 'Iraq. In reply to notes addressed to the French Government on this subject in January and February, 1921, it was suggested that our information was inaccurate and that in fact there was practically no trade in arms between Syria and 'Iraq; every facility would, however, be given to the British Liaison Officer and to the British Consul at Damascus by the French authorities to enquire into the matter. Since that date His Majesty's Consul at Damascus has energetically prosecuted his enquiries and obtained information regarding the arms traffic which he has frequently brought to the notice of the French authorities.

In September, 1921, he persuaded the French to search a caravan, in which 40 rifles were discovered in bales. The pass for the rifles had been signed by Muhammad al 'Asaimi, who had been entrusted by the French with the control of the export of rifles from Damascus, and who thus used his privileged position to organize for his own profit the traffic which he was paid to prevent. This incident is likely to have a deterrent effect on traders in arms. As a further result of His Majesty's Consul's representations, the French authorities have drawn up more stringent regulations with regard to the carrying of arms by caravans; they have also formed a camel corps based on Tadmor which controls the Dair al Zor road, and more recently they have established posts on the direct route across the desert to Kubaisah, which is the route generally followed by arms-carrying caravans. It is hoped that these measures will have the effect of reducing the arms traffic for the future.

For many reasons the interception of arms-carrying caravans on their arrival on the confines of 'Iraq is a matter of considerable difficulty. The traffic is carried on with great secrecy and it appears that there is no definite distributing centre for rifles arriving from Syria, but that the caravans break up in the desert and distribute the rifles in small quantities, and there is evidence that rifles are frequently buried until they can be distributed without fear of detection. Fahad Beg ibn Hadhdhal of the 'Anizah has been encouraged to intercept arms-carrying caravans where possible and to relieve them of their rifles. One such caravan was raided by Mahrut ibn Hadhdhal in November, 1920, and another gun-running caravan from Damascus was similarly raided by Hamud al Suwait of the Dhafir in July, 1921. These two instances, however, revealed a further difficulty. In both cases the merchants from whom the rifles were seized claimed that the rifles were being taken to Najd and appealed to Ibn Sa'ud, who strongly

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supported their claims. To obviate this difficulty it has been proposed to Ibn Sa'ud that caravans carrying rifles from Syria to Najd should avoid entering 'Iraq or, if this is not possible, that due warning should be given in advance of their coming.

In addition to the above captures, three cases of arms smuggling were detected by the Police in the neighbourhood of Kubaisah in September, 1921, and the smugglers were arrested and punished.

In the meantime the Euphrates tribes have succeeded in re-arming themselves to a considerable extent and the consequent fall in the price of rifles has decreased the incentive to gun-running. It is hoped that the measures recently adopted by the French authorities in Syria at the instance of His Majesty's Consul, coupled with a judicious use of the desert police force and of the assistance of friendly tribal chiefs, will reduce the arms traffic from Syria to a minimum for the future.

(ii)—*Arms traffic from Central Arabia.*

The present abundance of arms in the Muntafiq is explained firstly by the comparative immunity which this confederation enjoyed from penalties after the 1920 disturbances and, secondly, by the importation of arms from Najd. While the arms traffic from this direction has been much less considerable than that from Syria, it has been even more difficult to control. Rifles are carried in small quantities and distributed over many caravans and lack of definite information makes their detection a matter of great difficulty. In June, 1920, however, a brilliant capture of an arms-carrying caravan was effected by the Police about 9 miles south of Samawah. 263 rifles, including 109 Short Lee Enfield, and 25,000 rounds of ammunition, Mauser and British ·303, were captured. This incident, no doubt, had the effect of considerably reducing the volume of arms traffic from this direction. It has recently been rumoured that the fall of Hail has produced a recrudescence of this traffic and that rifles captured by the Akhwan from the Shammar are being imported into the lower Euphrates districts both direct and via Kuwait. It appears, however, that these rumours are greatly exaggerated. The Shaikh of Kuwait is taking steps to prevent such traffic and at the beginning of February he seized 40 rifles which had been brought to Kuwait from Hail.

(iii)—*Arms traffic from Persia.*

There has always been a certain infiltration of arms from Persia into the Tigris districts, though the volume of this traffic is inconsiderable. It was reported in July, 1921, that a certain amount of gun-running was being carried on in the vicinity of Mandali, and that rifles were imported concealed in sacks of grain. There is evidence also of arms traffic between Persian and 'Iraqi Kurdistan and there has been a distinct increase in the number of rifles in Keui Sanjaq since the withdrawal of the British Assistant Political Officer. At present, however, it is probable that there is as great a demand for rifles on the Persian side of the border, and in any case it is impossible to prevent the infiltration of rifles into the mountainous districts of 'Iraqi Kurdistan, the greater part of which is not under Government control.

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(iv)—*Arms traffic in the Persian Gulf.*

At the instance of the India Office a Conference composed of representatives of the High Commissioner, 'Iraq, Government of India, Commander-in-Chief, East Indies, and Governor-General, Baluchistan, was held at Karachi on August 1–5, 1921, to concert measures to prevent a threatened recrudescence of arms traffic in the Persian Gulf. The Conference considered that the most important route by which arms were conveyed was via Hail to Kuwait and thence to the Persian coast from the Shatt al 'Arab to Lingah. As large supplies of arms were known to exist in Central Arabia, and in view of reports that arms might be landed on the Red Sea coast, the Conference recommended certain precautions, as follows :—

1. The maintenance of the existing Naval Force in the Persian Gulf, supplemented by permission to establish immediately a motor-boat patrol in the event of an increase of the traffic taking place.

2. A wireless installation at Kuwait for direct communication with His Majesty's ships working in the Gulf.

3. Pressure on Shaikhs and, in the case of Kuwait, an effort to persuade the Shaikh to establish registration of arms.

The Government of India, however, expressed a doubt as to whether the further expense which these measuses would involve would be justifiable and the question as to how far action is to be taken on the recommendations of the Conference is still under consideration. It may be added that, as mentioned above, the Shaikh of Kuwait has shown himself ready to co-operate in the control of arms traffic so far as he is concerned.

III.—FINANCE.

1.—October, 1920, to April, 1921.

General Remarks.

It is difficult to form a correct appreciation of the financial position during the period under review. The situation was obscured by the arrangement whereby the Civil Administration had been responsible since 1917 for obtaining funds from India for the use of the military authorities, which in the absence of prompt and accurate accounts of internal expenditure and receipts made it difficult to ascertain at any moment how far the balance in the Civil Treasuries represented local revenue collections or ways and means advances held at the disposal of the military authorities.

In the light of later events it would no doubt have been an advantage (at all events from the point of view of elucidating the local financial position) if, at any rate, the major resource operations (*i.e.*, the drawings on India) had been conducted by the military authorities on their own account. The minor resource operations, by which civil balances in out-stations were utilized for military expenditure when required (on the basis of recoveries in Baghdad), though no doubt adding somewhat to the responsibilities of the Civil Administration, would not have proved a substantial difficulty had it not been for the further troublesome complication that, owing to the failure of the authorities to arrive at a

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clear decision on the incidence of expenditure between military and civil, it was necessary to keep a number of suspense accounts, which added much to the confusion. A complete elucidation of the 1920–21 position cannot be expected until the precise terms of the settlement between His Majesty's Government and the 'Iraq Government, as at April 1st, 1921 (to which reference is made elsewhere in this note), have been decided. Until this is done, it is also impossible to give a satisfactory account of the position during the financial year 1921–22.

Effect of change of methods and of withdrawal of troops.

From the administrative point of view, the great changes in the policy and method of Government introduced in October, 1920, profoundly affected financial administration.

The previous administration had contemplated a more extensive employment of British and Indian officials (both superior and subordinate classes) than was compatible with the policy subsequently adopted. It had incurred a good deal of expenditure in providing equipment, such as stores and transport, and in constructing buildings, both offices and residential quarters, with the object of improving efficiency. Some of this expenditure, though not strictly debitable to capital, was calculated to meet the needs of the immediately succeeding years, and it appeared, therefore, not improper that it should be defrayed from the accumulated surplus of previous years, which at that stage was regarded as at the disposal of the Civil Administration.

The different requirements, however, of the new Government made much of this expenditure a fruitless burden upon the revenue of the year.

The earlier Administration, again, had assumed a more gradual withdrawal of the Army of Occupation than was subsequently decided upon, and its liability for the cost of defence and order had been limited to the maintenance of Police, Gendarmerie and Levies, the aggregate expenditure on which, in the year 1920–21, was 88·5 lakhs, while in the following year it was approximately 240 lakhs, of which about 100 lakhs, representing the cost of the Arab and Kurdish Levies, was borne by His Majesty's Government.

Deficit arising from disturbances of 1920.

The disturbances of 1920, moreover, greatly modified the financial outlook. As shown in the table below, the estimates of expenditure in 1920–21 amounted to 1,092 lakhs, the receipts being estimated at 1,059 lakhs. The deficit of 33 lakhs, which represented initial outlay on equipment calculated to meet requirements for the next two or three years, was, as explained above, to be met from the previous accumulated surplus, which, as far as could be ascertained at the time, was estimated to be in the neighbourhood of 200 lakhs at the beginning of the financial year 1920–21.

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TABLE I.

RECEIPTS.		EXPENDITURE.	
	Rs.		Rs.
Land Revenue	1,58,13,250	Revenue	29,02,060
Date Tax	18,89,250	Political and General ...	68,65,710
Kodah	21,34,100	Gaols	7,51,900
Miscellaneous Taxes ...	12,00,295	Police	73,64,384
Ottoman Public Debt ...	23,59,350	Levies	48,03,243
Gaols	2,71,500	Miscellaneous	1,00,800
Political and General ...	3,23,080	Customs	42,87,680
Police	3,94,914	Tapu	4,40,880
Levies	—	Irrigation	69,34,912
Interest	14,470	Land Settlement and Acquisition	1,07,380
Miscellaneous Receipts ...	1,32,740	Education...	17,32,809
Customs	2,56,82,000	Posts	37,38,000
Tapu	5,72,500	Telegraphs	38,90,000
Education	31,000	Veterinary and Remounts	10,82,040
Posts	41,93,700	Stationery	3,26,000
Telegraphs	43,81,000	Health Services	50,47,200
Veterinary and Remounts	65,000	Stores Department ...	8,00,000
Health Services	7,90,300	Railways	2,98,20,000
Stores	6,00,000	Transport	60,31,641
Railways	2,98,38,000	Agriculture	6,87,150
Transport	17,50,000	Surveys	6,09,415
Agriculture	65,000	Judicial	12,66,860
Survey	94,400	Port Directorate	52,90,567
Judicial	7,91,000	Government Presses ...	8,48,000
Port Directorate	54,59,500	Mily. and P.W.D. Civil Estimates	98,43,500
Government Presses ...	6,60,300	Finance	11,47,400
Finance	25,000	Quasi-Waqf	75,000
Government Publications	1,72,049	Government Publications	1,58,893
Revenue Grain transferred to Military in 1918–19	62,00,000	Sub-allowances and non-effective charges ...	22,54,800
Total ...	10,59,03,698	Total ...	10,92,08,224

The actual result of the year's working was, however, as the next table (No. II) shows, a deficit of 183 lakhs.

This figure, it will be noted, includes capital expenditure on Railways and the Port of 39·5 and 14 lakhs respectively, and for the purpose of a true comparison with the Budget estimates the actual deficit should be shown as 183—(39·5 plus 14) equal to 129·5 lakhs.

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TABLE II (A).

1920–21 ACTUALS.

RECEIPTS AND EXPENDITURE BY MAIN HEADS.

(Accounts under audit of D.A.G. (Civil).)

RECEIPTS.	Rs.		
Land Revenue ...	1,09,02,475	13	11
Date Tax	8,03,823	6	7
Kodah	20,50,059	11	0
Revenue Misc. ...	11,30,376	10	11
Ottoman Debt Revenues	24,09,558	8	6
Pol. and General Adm.	3,96,006	6	5
District Police ...	10,319	14	2
District Lock-ups ...	1,221	11	0
Gendarmerie	9,494	8	1
Interest	18,915	10	11
Levies	9,673	8	3
Levies (Arbil) ...	563	15	8
Gaols	70,335	7	10
Central Adm. ...	215	8	0
Police	1,61,672	10	7
Customs	2,76,65,412	9	8
Tapu	11,13,444	2	7
Education	31,348	12	10
Survey	11,155	3	1
Veterinary and Remounts	31,356	11	11
Stationery	32,872	9	4
Finance	888	3	8
Agriculture	10,847	13	5
Judicial	7,38,500	4	9
Govt. Press, Baghdad	3,29,825	6	4
Govt. Press, Basrah	2,45,982	10	8
Transport	1,82,000	6	7
Publications	2,54,288	11	3
Miscellaneous* ...	22,02,992	12	1
Medical	7,06,818	5	0
Civil Stores	2,38,953	14	0
Total ...	5,17,71,402	1	0

* This includes 7 lakhs on account of lapsed claims by Military, *i.e.*, receipts properly creditable to Civil are 517 − 7 = 510 lakhs. This gives a surplus of 5 lakhs (receipts over expenditure) for the year.

EXPENDITURE.	Rs.		
H.Q. Revenue ...	1,53,584	5	5
Divisional	18,38,081	6	0
Ottoman Debt Revenues	10,650	13	0
Pol. and General Adm,	41,76,157	2	11
District Police ...	12,86,052	7	3
District Lock-ups ...	47,194	15	0
Gendarmerie ...	11,32,862	1	8
Hillah Forests ...	2,813	12	0
Hillah Land Settlement	14,818	8	0
Levies	26,18,300	1	0
Levies (Arbil) ...	4,34,708	0	0
Gaols...	6,87,168	14	6
Central Adm. ...	45,66,481	1	4
Police	38,49,867	10	4
Customs	60,09,620	14	10
Tapu	3,57,404	15	11
Education	12,46,853	7	3
Survey	3,81,488	0	10
Veterinary and Remounts	9,06,276	12	2
Stationery	4,84,325	0	10
Finance	13,60,694	1	9
Agriculture	6,74,607	7	4
Judicial	10,69,430	8	1
Govt. Press, Baghdad	3,02,300	13	0
Govt. Press, Basrah	2,44,618	7	1
Transport	99,35,059	7	4
Civil Stores	6,53,101	0	1
Publications ...	1,93,556	12	11
Land Acquisition ...	30,269	3	2
Non-effective charges	15,78,205	1	1
Alwiyah Cantt. ...	56,896	13	11
Miscellaneous* ...	40,46,625	15	7
Medical	33,42,695	15	11
Ministry of Communication and Works	38,097	9	1
Total ...	5,37,30,869	11	6

* This includes 15¼ lakhs repatriation of refugees.
11½ lakhs on account Military rents.
5½ „ „ Bar Dredging.
—
32¼ lakhs.
—
The effect is that expenditure properly chargeable to Civil is 537 − 32 = 505 lakhs.

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TABLE II (B).

Receipts and Expenditure by Main Heads of Departments other than those under D.A.G. (Civil's) Audit.

1920–1921.

RECEIPTS.		EXPENDITURE.	
	Rs.		Rs.
Public Works ...	94,157 1 10	Public Works ...	59.75.014 10 1
Irrigation	38,791 6 8	Irrigation	46.67,295 9 3
Posts	43,69,879 3 8	Posts	53,42,940 8 4
Telegraphs	58,16,266 14 11	Telegraphs	39,19,465 14 4
Railways	2,88.61,578 4 4	Railways	3,43,47,261 2 6
Port Directorate ...	72,43,090 7 8	Capital	39,50,843 2 8
		Port Directorate ...	55,74,402 14 0
		Capital	14,14,364 5 10
Total	4,64,22,763 7 1		*6,51,91,588 3 0

* These figures show an excess of expenditure over revenue of 188 lakhs.

The accounts under the audit of the D.A.G. (Civil), however, show a surplus of 5 lakhs. The net deficit, therefore, is 183 lakhs.

This unhappy state of things was due almost entirely to the disturbances. The destruction of crops and other property, and the weakening of administrative control in some areas, produced a deficiency of 61 lakhs in revenue from agricultural sources. Further, the great damage done to the Railway and the almost complete stoppage of commercial traffic led to a loss on Railway Revenue Account of almost 55 lakhs. These two items, which total 116 lakhs, contribute nearly the whole of the deficit on revenue account. The situation, therefore, at the outset of the new Government, with these serious losses, and with the new burden of increased military expenditure impending, made it necessary for them at once to retrench in every possible direction until they were able to discover fresh sources of revenue.

The position was difficult and might have become critical; the reforming enthusiasm of the new regime tended in directions which, but for the judicious application of a little cold water by the Finance Ministry, might have proved very embarrassing. It was fortunate that the person selected for this important Ministry possessed qualities which more than any others were needed at this juncture for the restraint of exuberant politicians. His Excellency Sasun Effendi is, by common consent, the best Finance Minister the country can produce; he has the respect and confidence of all; he is experienced and highly educated; his knowledge of the financial systems of different countries is extensive; and he unites with it an intimate practical acquaintance with the highly polished system of the Turkish Empire. His grasp of financial principles is complete; but perhaps it is his unswerving adherence to them that makes him so invaluable in the constant ebb and flow of political parties.

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Scope of the Ministry.

It was not immediately, of course, that these qualities came into play. The early days of office were no doubt somewhat tedious. The Department was busy trying to disentangle the transactions of the provisional civil administration from those of the temporary military regime. On these mysteries the Minister did not intrude. A more important fact was that financial administration was at this time incomplete in its scope. The Department dealt with budgets, resource operations and accounts, and intervened in questions of expenditure. But the administration of revenue had, during the previous regime, been controlled by the Revenue Secretary to the Civil Commissioner in respect of land revenue and excise, and by the Commerce Secretary in regard to Customs. The latter, on the abolition of the Commerce Secretaryship at the end of August, 1920, passed under the control of the Finance Secretary; but it was not until the following year, viz., March, 1921, that Excise was taken over by the Finance Ministry from the Interior (which had succeeded to the functions of the Revenue Secretary in matters of revenue), while land revenue and its concomitants were not transferred to the Finance Ministry until October, 1921.

Economies Effected.

The Financial stringency with which the new Government was faced demanded immediate measures of economy.

The previous administration had frequently had charges of extravagance levelled at it, and a laudable zeal was evinced in discovering and terminating superfluous expenditure. It is not certain that the results obtained were commensurate with the zeal displayed. Great hopes were entertained that the costly foreign establishment could be replaced at once by a local staff with modest emoluments. In point of fact the actual expenditure under the heads (according to the former classification) " Revenue " and " Political and General Administration " was 107 lakhs in 1920-21 as compared with estimates of 97 lakhs, and an actual expenditure in the preceding year of about 85 lakhs. It would perhaps be fairer to take the result of the following year, 1921–22, as an indication of the extent to which the general administration has been cheapened by the fuller employment of local personnel. But here the comparison is rendered difficult by the changed budget classification introduced last year, and is vitiated by the introduction of central institutions on a more elaborate scale than those of the provisional civil administration. Taking, however, the figures of expenditure on revenue and political administration outside Baghdad, we find that the estimate for 1921–22 was 55 lakhs, while the expenditure of the previous year was 60 lakhs. Some economy appears, therefore, to have been achieved.

A more substantial, if less interesting, saving was made under the head " Transport." This, as has already been indicated, was in 1920–21 conceived on a somewhat grand scale, to enhance the efficiency of executive administration. When the change in policy came, it was at once recognized that very rigorous steps must be taken to reduce this item in expenditure, and new regulations were introduced by which

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the Government defined within narrower limits its liability under this head. The change was not popular, but was imperative ; and whereas the expenditure in 1920–21 on transport was 99 lakhs, in 1921–22 it did not amount to more than about 30 lakhs.

Provision for National Defence.

It has already been indicated that the new factor in expenditure with which the Government was confronted, and on account of which it was necessary to make retrenchment elsewhere, was in connection with defence. The national Government must have a national army. The existing forces of law and order were the Levies, the Gendarmerie, the regular Police, and the district Police under the control of Political Officers. These forces in 1920–21 cost respectively 26, 11, 38·5 and 13 lakhs—a total of 88·5 lakhs. It seemed to some that the obvious course to take in the formation of a new national army was to make the existing Levy organization the nucleus on which to build. There were, however, political and other objections to this course, and after considerable divergence of opinion had been displayed, the Levies were put under the Ministry of Interior as an adjunct to the other forces for the maintenance of internal order, and the new Ministry of Defence proceeded to lay the foundation of a new army. Very meagre funds were available during the remainder of the financial year, and the activities of the Ministry were limited to the formation of a headquarters and recruiting staff. The prospect, however, of having to finance two military organizations, the new Army and the Levies, during the coming year caused much anxiety to the Finance Minister, and the provisional allotment of 55 lakhs which he made for the Ministry of Defence was determined rather by the limitation on available resources than by a considered programme of defence.

Cairo Conference.

The various urgent political, financial and administrative questions to which some reference has been made above, called for a comprehensive policy, and a Conference was summoned by the Secretary of State at Cairo in March, 1921. The absence of the Minister of Finance and the Adviser at the Conference made it out of the question to present the budget estimates before the beginning of the financial year, and there was no alternative but to carry on with the provisional allotments proposed by the Finance Ministry.

This concludes the survey of the period October, 1920, to April, 1921 ; and the Cairo Conference is a suitable landmark for the introduction of the new period 1921–22.

2.—April, 1921, to end of March, 1922.

Decisions reached at Cairo.

The mission returned from Cairo with the following main decision directly affecting 'Iraq finances. Firstly, all Military claims against the Civil Administration and vice versa were to be dropped, the total receipts (whether from Army Votes or Civil revenue) to the end of March, 1921, being pooled and applied indiscriminately to Civil and

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Military expenditure, the deficit, if any, being made good by a supplementary vote to be obtained from Parliament.

Secondly, 'Iraq finances were thus to start with a clean sheet on 1st April, 1921, with nothing for or against.

Thirdly, the 'Iraq Budget was to provide not less than 55 lakhs for the National Army, and ordinarily her contribution to defence was not to fall below 15 per cent. of her revenues. The budget was also expected to show a small surplus.

Fourthly, the Levies were to be financed by His Majesty's Government and administered by the High Commissioner on their behalf.

Work accordingly went forward on these lines. But the first resolution was not so simple as it looks. It was adopted with the object of terminating the labours of the Military and Civil accounts departments as early as possible. Expectations were perhaps a little sanguine and have not been altogether justified by results. In point of fact, the scrutiny of local claims continued, because the Military authorities had no instructions to the contrary. Eventually this scrutiny was limited to claims arising in 1920-21, and the disputes were settled by a compromise. To this extent the first resolution above referred to was modified in practice. It was, in fact, impossible to dispense with the task of bringing all expenditure and receipts to account; and the decision not to press claims between the Civil and Military sides could at best have saved only the actual presentation and acceptance of claims and the transfer of credits. It has been seen that claims were in fact mutually examined for part of the period in question, while the transfer of credits was made *en bloc* instead of piecemeal. Opinions probably differ as to the propriety of merging Civil and Military finances during the period of the Occupation. Until the Cairo Conference it had apparently been generally considered that a distinction should be made: many attempts had been made by the Government of India to define the limits of each, and the view had recently been put forward in a White Paper published in 1920 (and therefore presumably accepted by the authorities) that revenue collections in excess of expenditure regarded as properly debitable to civil estimates were really held in trust for the use of the future civil Government. The decisions taken at Cairo were not in accord with this doctrine, and were no doubt much influenced by considerations of practical convenience; but the final settlement of assets and liabilities has not yet been made, and it is premature at this stage to discuss this matter further.

The budget estimates for 1921–22 (of which a summary is given in table III below) show how effect was given to the other resolutions affecting 'Iraq finances.

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TABLE III.

1921–22.

EXPENDITURE.		RECEIPTS.	
	Rs.		Rs.
Public Debt	22,68,800	Taxes on natural produce	1,90,33,623
Civil List	7,50,000	Stamps, Fees and Registration...	31,37,145
Representative Assembly	1,00,000	Customs and Excise ...	2,94,43,365
Council of Ministers ...	3,70,550	Commercial Departments	1,39,36,008
Ministry of Finance ...	62,44,187	Government Institutions	10,47,517
Customs and Excise ...	51,09,882	Proceeds of other Government properties ...	6,55,000
Ministry of Interior ...	81,37,582	Interests and Commission	16,080
'Iraq Police	59,71,500	Miscellaneous receipts ...	26,23,840
Gendarmerie	12,13,060		
Veterinary and Remounts	5,50,380		
Dept. of Agriculture ...	8,58,770		
Ministry of Defence ...	55,24,895		
Ministry of Justice ...	17,86,930		
Dept. of Tapu	7,64,720		
Ministry of Education and Public Health	20,70,460		
Dept. of Health Services	37,54,170		
Ministry of Communications and Works ...	1,18,12,330		
Postal and Tel. Dept. ...	72,87,182		
Ministry of Commerce ...	53,17,180		
Total	6,98,92,578	Total	6,98,92,578

A small surplus of 8·75 lakhs is shown as a reserve in the budget of the Finance Ministry. Unfortunately, the estimates of revenue have not been realized. Under Chapter I, indeed (Taxes on natural produce), the first revised estimates (based on 5 months actuals) showed an improvement of 17 lakhs on the original estimates, owing to the fact that credit had not been taken in the latter for the 1920 arrears. Later revised estimates, however, indicate that the actual collection under this chapter will probably be some 37 lakhs less than the first revised estimates. This is explained partly by a somewhat liberal policy of granting remissions on quasi-political grounds which was pursued in the early part of the financial year, and partly by the general fall in prices below the fixed conversion rates, which has led to difficulties in collection and to an inevitable postponement of a part of the demand.

Another disappointment has been the heavy falling off in Customs receipts from 294 lakhs to 264 lakhs (including 47 lakhs transferred from the " transit suspense account "). This is due to two main causes —the stagnation of trade owing to the political situation in Persia and the large local sales by the Disposals Board, and to the drop in prices. The sooner Customs and land revenue (which represent together some 80 per cent. of the total revenues) can be removed from a basis which at present is almost entirely *ad valorem*, the better it will be for the stability of the 'Iraq budget estimates.

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Budget of 1921–22.

The budget was not presented to the Council of State until September, *i.e.*, half-way through the financial year to which it relates. Numerous political and administrative changes made it impossible to complete it before that date, but the majority of Departments had definite (though provisional) allotments on which to proceed. The actuals of receipts and expenditure which are complete up to the end of December, 1921 (except in the case of the Irrigation Department and Port Directorate, the completed accounts of which have been brought to the end of November only), show a practical equilibrium, except for Railways, as to which see below. But the balance between revenue and expenditure can be maintained to the end of the year only if the full revised estimate of land revenue is realized, and it has already been pointed out that a deficit under this head is anticipated of some 37 lakhs. A slight increase in some of the other heads of revenue, and a saving of expenditure in some of the departments, appear likely to make good the remaining deficiency, viz., in Customs revenue; and the calculations made in February indicate that the year will close with a deficit of about 33 lakhs.

It will be realized that, in the present fluid conditions, accurate estimation is impossible, and it is unnecessary to enlarge on this point. Continuous efforts are made to prevent all unnecessary expenditure, and the unsettled state of the administration has made the work of the Finance Ministry in this direction doubly hard.

Railway Expenditure.

The expenditure on Railways has been excluded from the above forecasts. Their accounts are, however, incorporated in those of the 'Iraq Government, owing to the accident that railway administration in 1920 was nominally taken over by the Civil authorities. In fact, as has already been stated, the Railways were used almost entirely for Military purposes, and the 'Iraq Government has protested against the decision that the loss on their working (which stood at 44·5 lakhs at the end of December, 1921) should be borne by 'Iraq Revenues. This matter is still under correspondence.

3.—Machinery of the Finance Department.

In this part it is proposed to give a brief description of the machinery of the Finance Department, including the Ministry and the Accounts and Audit Department, while the next and final part will contain a few notes on the administration of Land Revenue and Customs and Excise.

Composition and Work of Finance Ministry.

The Finance Ministry at first comprised a Minister, the Adviser, a Secretary and two Assistant Secretaries. One of the latter dealt mainly with the budget estimates, and the other with financial rules and regulations. Both, of course, had also a great variety of miscellaneous matters to attend to. Their work was co-ordinated by the Secretary, who also handled direct some of the larger questions. A good deal of the Adviser's time was taken up with questions which did not

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directly concern the 'Iraq Government as then constituted, but he saw every case of importance arising in the Ministry. In the spring of 1921 an additional officer was brought into the Ministry to deal mainly with Customs and Excise matters. During the summer the absence of the Secretary on leave threw a very heavy burden of work on those who remained, and it is difficult to speak too highly of the assistance which they rendered to the Minister and the Adviser. Later in the year an additional Secretaryship was created to deal with questions relating to Customs and Excise revenue which required the orders of Government, and about the same time the administration of Land Revenue was transferred from the Ministry of the Interior, and two Secretaries, one British and one Arab, were appointed to deal with it. The scope of the Ministry was thus much enlarged since the early days of the new Government.

It is impossible to go in detail into the work of the Finance Ministry. Side by side with the close examination of the working and cost of each department, which was entailed by the preparation of the budget estimates, went a mass of detailed work in connection with foreign and local personnel, conditions of service, forms of contracts, general service regulations, grades, rates of pay, pension regulations and so forth. Much spade-work has been done, and the ground has now been prepared for a systematic and comprehensive body of regulations, which it is hoped will be ready for issue as soon as permanent service can be said to be in sight. It is proposed to form a Cadre Commission for the formulation of the regulations of such a service, based on the data already collected.

Provisional Pension Law.

As has been said already, it is impossible, and would be tedious, to go into the details of this laborious task ; but one measure is perhaps of special interest, as illustrating the influence of temporary political considerations on financial regulations. The advent of the new Government encouraged the return of many officers of the late Sherifian Army. Several of them had not qualified for pension, but had cut themselves off from the Turkish Government under which their pensionable service had begun, and had thus some claim to special treatment from the 'Iraq Government.

To meet their case a provisional pension law was enacted early in 1921, which came into force with effect from 1st February, 1921.

It may be of interest to add, in connection with the subject of pensions, that the late Civil Administration and the present 'Iraq Government have alike honoured the obligations of the Turkish Government in the payment of pensions to ex-Turkish officials, though hitherto no contributions on this account have been credited to the local revenues.

Accounts and Audit Department.

As far as this Department is concerned, the above period falls naturally into three sections, marking three distinct stages in the evolution of the department.

First period, October, 1920, to January, 1921.—During this period the Department consisted of four distinct branches, viz., (i) Deputy

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Accountant-General (Civil), who was the final accounting officer for all Civil Treasury Accounts and for all Departments whose accounts were maintained in the Civil Treasuries. At the same time, he was the Audit Officer for such expenditure.

(ii) Deputy Accountant-General (P & T.), who compiled the accounts of the Postal and Telegraph Departments, and audited them concurrently.

(iii) Audit Officer (Irrigation and Public Works), who audited the accounts of the two Departments mentioned, after they had been prepared in the offices of the respective Directors.

(iv) Audit Officer for Port Accounts, with functions similar to the Audit Officer (Irrigation and Public Works Department).

As far as Audit went, the organization met all essential requirements, although many matters of detail were continually being reviewed and improved.

From the accounting point of view, the organization left much to be desired. The various branches were, in effect, independent accounting offices and there was no co-ordinating and supervising machinery to ensure that all technical accounting operations were carried out satisfactorily, even within each branch (such as transactions under "advance," "suspense" and "deposit" heads). As regards transactions affecting two of the branches, which may be classed as "exchange account transactions," the position was even more unsatisfactory, owing to the absence of any systematic machinery for the exchanging of such accounts between the respective accounting officers and for their prompt adjustment.

The weaknesses of the organization had long been recognised, but it was not until 1921 that it was possible to form an Accountant-General's Office to co-ordinate all the accounting operations of Government.

February, 1921, to December, 1921.—The Accountant-General's office was formed in January, 1921, Fuad Effendi al Sanniyah being appointed Accountant-General with a British Secretary and an 'Iraqui Assistant Accountant-General.

His duties were defined as follows in the 'Iraq Government Gazette for February, 1921 :—

"An Accountant-General's Department has been formed to carry out the following functions :—

Accounting.

(*a*) Organization and co-ordination of all accounting operations of Government; issue of instructions on accounting procedure and the general form of accounts; organization of a system of exchange accounts between different 'Final Accounts Officers' in 'Iraq, and, if necessary, between 'Iraq and foreign Governments (India, United Kingdom, Egypt, etc.).

(*b*) Preparation of monthly consolidated statements of Receipts and Issues, and monthly statements of audited Revenue and Expenditure for administrative purposes.

Custody and movement of funds.

(*c*) Resource operations, *i.e.*, Shipment of Specie from India; sales of T.T's on India or United Kingdom; arrangements for the

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supply of funds for military requirements; movement of Government Funds as necessitated by Government requirements.

(*d*) Arrangements for the custody of Government Funds; Currency Chests and Reserve Treasures.

Audit.

(*e*) Co-ordination of audit interpretations of Government's orders, Civil Service Regulations and financial legislations, and the formulation of general principles of audit.

(*f*) Recommendations as to the confirmation or otherwise of audit rulings of Audit Officers (Deputy Accountants-General, etc.), disputed by Departments, etc., for report to the Ministry of Finance, whose decision will be final.

(*g*) Presentation of audited appropriation accounts to the legislative body, with audit reports.

Until further notice Departments, etc., will correspond on audit and accounts questions as at present, but Deputy Accountants-General and Audit Officers will communicate on audit and accounts matters with the Accountant-General instead of the Ministry of Finance."

Steps were at once taken for the issue of instructions calculated to ensure the systematic adjustment of inter-departmental transactions through "Exchange Accounts" between the various accounting branches and for the systematic clearance of the "advance," "deposit" and "suspense" heads within each branch.

"Accounts current" were also organized between 'Iraq on the one hand and His Britannic Majesty's Government, the Governments of India and Kurdistan (Sulaimani) on the other hand, for the adjustment of transactions affecting those Governments.

At the same time arrangements were made to present to the Minister of Finance periodically a consolidated monthly statement of all Receipts and Issues of the Government of 'Iraq for administrative purposes.

Owing to the numerous and radical changes made in the general administrative organization of the Government of 'Iraq, such as the formation of Ministries, etc., it was not possible for the Minister of Finance to decide upon the general form which the Budget of 1921–22 should take until about August, 1921. As a result the consolidated monthly statements for the earlier months of 1921–22 were much delayed, but most of the arrears of 1921–22 had been overtaken by the end of March, 1922.

It was recognised, however, that an audited statement of accounts could not be prepared sufficiently promptly to meet all the requirements of the Ministry of Finance. To overcome this difficulty steps were taken to provide for a monthly approximate statement of Receipts and Issues in Civil Treasuries alone (as distinct from Departments), as this would indicate, sufficiently accurately for the purpose of financial administration on broad lines, and within a fortnight of the end of each month, how the receipts and issues in Treasuries compared with the figures of the sanctioned Budget.

The Hillah Treasury and Liwa Accounts were accordingly re-organised on lines calculated to enable an approximate classified

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statement to be submitted to Baghdad by the 7th of the subsequent month. The experiment was successful, and the procedure would have been extended in turn to all Liwas, but this extension was interrupted by the proposal, referred to below, to adopt a general accounting procedure based closely on the former Turkish model.

It was possible, however, to send the Minister of Finance every month a " Review of the ways and means operations " of the preceding month, indicating on very broad lines how the 'Iraq Government's receipts and expenditure compared with one another, and comparing the totals of 'Iraq's drawings on His Britannic Majesty's Government (through India) with her disbursements (to Military Levies, High Commissioners etc.) on account of His Britannic Majesty's Government.

Throughout this period attention was given primarily to the accounting operations of the current financial year (1921–22). A very heavy volume of work had also to be undertaken in connection with the accounts of 1919–20 and 1920–21, which, as indicated above, were far from being complete. This work had not been completed satisfactorily by March, 1922, and a considerable amount of work still requires to be done.

This legacy is the inevitable result of the unfortunate inability of this Administration to obtain from India, or spare from her available personnel, an officer and staff for a central Accountant-General's office. Strenuous endeavours were made to do this early in 1919, but the Government of India could not spare the officers asked for, and there was no alternative but to postpone the formation of an Accountant-General's office until staff became available in January, 1921.

January, 1922, *to March,* 1922.—This period was characterized by the proposal to reorganize the accounts of the Government of 'Iraq on a model more suited to the employment of local personnel. After much discussion a general procedure was decided upon which follows fairly closely the former Turkish accounting organization, and the necessary Arabic forms and instructions are now being prepared.

Resource Operations.—During the course of the year 1921–22 it became evident that there was considerable misunderstanding in London as to the actual machinery by which funds were raised in 'Iraq to finance expenditure adjustable against the Budget of His Majesty's Government. At the same time it became obvious that the transition to accounting in Arabic and the employment of the 'Iraqi accounting staff would be extremely difficult and much delayed as long as the Major Resource Operations were conducted by the 'Iraq Government through its own treasuries.

Steps were therefore taken to transfer all the Major Resource Operations, and all the accounting for expenditure on the Budget of His Majesty's Government, to His Excellency the High Comissioner's office, thus relieving the 'Iraq Government of responsibility for this work from the 1st April, 1922.

This measure is of first-class importance. It will enable the Accountant-General's Office to concentrate on the requirements of the 'Iraq Government, and—a far more significant change—it will compel the 'Iraq Government to realize more closely the limitation on its

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own ways and means, and will thus probably act as an effective incentive to economy.

4.—Land Revenue, Customs and Excise Administration.

Land Revenue.

The administration of Land Revenue was under the Ministry of the Interior until October, 1921. It was much influenced in the early part of the year by political considerations. The disturbances of 1920 had dislocated agricultural industry and caused some genuine hardship among many who had remained loyal to the cause of law and order. Their grievances could not in justice be overlooked, and from one cause and another a considerable amount of revenue was remitted in the course of the summer.

Certain privileges also were granted or extended during the period under review, notably the immunity from enhancement of the fixed assessments on Muqata'ahs in 'Amarah which was extended to November, 1922.

In the main the Turkish law was applied, as during the provisional administration. The unsettled administrative arrangements led to a resumption of the system of farming taxes from which efforts to escape had been made during the previous year or two. Considerable difficulty was caused by the remarkable fall in prices of grain, which in some areas was as much as 100 per cent. Some diminution had been expected, but the factor which chiefly contributed to the fall, namely, the rapid reduction in the size of the British garrison, had not been accurately gauged. Complaints on this score arose at first from the Hillah, Nasiriyah and Kirkuk Liwas. After careful consideration it was found necessary to make a large reduction in the rice conversion rates in three qadhas of the Hillah Liwa, and to revert to the "Kharas" mode of assessment in the Suq-al-Shuyukh qadha of the Muntafiq Liwa. The Kirkuk case was different, since there was no question about the suitability of the rates at the time they were settled, and it was only on account of the practical difficulty of realizing the tax (some political factors also perhaps influencing the case) that a partial postponement of collection was allowed. It is probable that this will lead to similar concessions elsewhere, and it is important to find some safeguard against the detrimental effects on revenue exercised by fluctuation in prices.

Proposal for creation of a State Domains Department.

Steps were taken towards the end of 1921 to form a State Domains Department under the Ministry of Finance. It was found desirable, however, to postpone the creation of a separate office until more complete information had been collected in the Ministry with regard to the extent and value of immovable property belonging to the State. This enquiry is in progress. Meanwhile, attention was given to the possibility of raising funds to finance capital expenditure on Irrigation, etc., and the question of selling Government land was considered as a means to this end. Important economic points have emerged in connection with this subject, such as the possibility and desirability of creating a peasant-proprietor class, and it has been found useful to have a kind of informal committee, composed of representatives of

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various departments, for the consideration of these topics. This institution ought to prove of great value to the Ministry.

'Amarah Muqata'ahs.

In October, 1921, an officer was put on special duty to study the question of reassessing the 'Amarah Muqata'ahs. His report, which contains much of interest from political, economic and fiscal points of view, and in which the possibility of a considerable enhancement of revenue is forecasted, reached the Government just before the close of the financial year.

Customs and Excise.

During the period October, 1920, to April, 1921, the revenue from excise was administered by the Ministry of Interior, while the Customs Department, consisting of a Chief Collector and two Collectors, assisted by about a dozen other officers, was concerned only with Import and Export duties. In April, 1921, excise revenue was brought under the Customs Department, the organization of which thereafter comprised a Director of Customs and Excise, two Collectors of Customs, two Deputy Collectors of Excise (working, as a temporary measure during the early stages of excise administration, directly under the Director and independently of the Collectors), and a number of assistants called Deputy Collectors.

The commodities on which excise duties were levied were Liquor, Opium, Tobacco and Salt, and the revenue derived from these sources (including also the proceeds of country-craft registration, which was provisionally administered by the excise authorities) amounted in 1921-22 to 39.29 lakhs.

The following table (No. IV) gives the monthly value of the Import trade of 'Iraq (showing imports into Basrah and Baghdad separately) during the whole period under review :—

TABLE IV.

——	Basrah.	Baghdad.	Total.
	Rs.	Rs.	Rs.
October, 1920	94,69,450	62,35,357	1,57,04,807
November, 1920	1,13,76,450	84,25,803	1,98,02,253
December, 1920	1,08,14,846	1,12,78,127	2,20,92,973
January, 1921	96,44,510	92,00,884	1,88,45,494
February, 1921	63,89,114	1,07,65,277	1,71,54,341
March, 1921	74,37,851	1,13,62,784	1,88,00,635
Total	5,51,32,221	5,72,68,232	11,24,00,513
April, 1921	99,61,169	91,35,533	1,90,96,702
May, 1921	1,17,00,919	65,74,512	1,82,75,431
June, 1921	1,65,04,375	81,91,002	2,46,95,377
July, 1921	1,14,89,119	55,14,303	1,70,03,422
August, 1921	77,22,895	63,26,364	1,40,49,259
September, 1921	70,60,886	45,20,461	1,15,81,347
October, 1921	47,12,645	78,69,771	1,25,82,416
November, 1921	65,85,116	96,60,297	1,62,45,413
December, 1921...	93,86,225	79,23,143	1,73,09,368
January, 1922	56,65,691	1,03,98,108	1,60,63,799
February, 1922	45,23,336	79,00,000	1,24,23,336
Total	10,13,12,726	9,31,13,494	19,44,25,870

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Specie imports during the above two periods amount to :—

For the half-year ending 31*st March*, 1921.

——	Gold.	Silver.	Total value.
	Rs.	Rs.	Rs.
Basrah (Value Rs.)	—	5,79,000	5,79,000

——	Persian Krans.	Turkish Liras.	Tomans.	Roubles.	Gold roubles.
Baghdad (Nos.) ...	12,71,950	84,983	1,184	32,24,463	1,830

For the financial year ending 31*st March*, 1922.

——	Gold.	Silver.	Total value.
	Rs.	Rs.	Rs.
Basrah (Value Rs.)	9,200	7,39,400	7,48,600

—	Persian Krans.	Turkish Liras.	Tomans.	Roubles.	Gold roubles.
Baghdad (Nos.) ...	1,25,45,555	2,61,635	1,956	1,43,97,770	15,000

Note.—The total rupee value of specie imports during the period was approximately 105 lakhs.

Table V gives the monthly value of exports during the same period.

TABLE V.

——	Basrah.	Baghdad.	Total.
	Rs.	Rs.	Rs.
October, 1920	1,29,15,174	7,12,285	1,36,27,459
November, 1920	27,81,078	31,23,410	59,04,488
December, 1920	18,11,140	15,83,216	33,94,356
January, 1921	9,14,466	32,12,516	41,26,982
February, 1921	10,39,951	31,16,750	41,56,701
March, 1921	11,67,527	32,35,615	44,03,412
Total	2,06,29,336	1,49,83,792	3,56,13,398
April, 1921	15,10,785	54,42,201	69,52,986
May, 1921	14,83,347	79,02,667	93,86,014
June, 1921	10,02,184	91,43,493	1,01,45,677
July, 1921	19,20,801	87,04,792	1,06,25,593
August, 1921	13,86,003	75,00,088	88,86,091
September, 1921	27,59,929	39,80,024	67,39,953
October, 1921	74,42,482	60,12,161	1,34,54,643
November, 1921	52,76,840	50,88,734	1,03,65,574
December, 1921	25,66,415	65,38,911	91,05,326
January, 1922	17,14,910	56,33,642	73,48,552
February, 1922	11,85,067	60,00,000	71,85,067
March, 1922	10,40,648	65,00,000	75,40,648
Total	2,92,88,641	7,84,46,713	10,77,36,124

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Specie exports—

For the half-year ending 31st March, 1921.

——	Gold.	Silver.	Total value.
Basrah (Value Rs.)	Rs. 2,35,20,943	Rs. 8,60,230	Rs. 2,43,81,173

——	£ Turkish.	Krans.	Rupees.	£ Sterling.
Baghdad (Nos.)	14,45,333	7,57,400	1,22,000	21,485

——	Gold.	Silver.	Other metal coins.	G.C. Notes.	Total value Rs.
Basrah (Value Rs.)...	3,43,69,818	1,19,53,169	12,500	1,33,12,000	6,85,07,712

For the financial year ending 31st March, 1922.

——	Gold.	Silver.	Other metal coins.	G.C. Notes.	Total value Rs.
Basrah (Value Rs.)...	3,43,69,818	1,19,53,169	12,500	1,33,12,000	6,85,07,712

——	£ Turkish	Krans.	Rupees.	£ Sterling.	Roubles.	Gold Tomans.	Gold roubles.
Baghdad (Nos.)	3,07,820	8,048,000	28,000	42	1,000,000	27,178	24,455

Note.—The approximate value in rupees of exports of specie is 1,227 lakhs.

At the beginning of the year 1921–22 the ordinary *ad valorem* import duty was 11 per cent. In April of that year the rate was raised to 15 per cent. on all articles previously liable to the 11 per cent. duty, with the exception of specified foodstuffs, machinery, building and engineering materials and certain other articles (*vide* Customs Notification No. 3 of 1921).

Further increases in duties were introduced by a law passed in September, 1921. By this law the following articles were removed from the lower *ad valorem* rate of 11 per cent. to a rate of 15 per cent.,

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viz., tea, coffee, sugar, almonds and nuts, fruit and vegetables, provisions and groceries. The duty on imported cigarettes was raised from Rs.2/8 per 1,000 to Rs.5/- per kilogramme, that on manufactured tobacco from 15 per cent. *ad valorem* to Rs.5/- per kilogramme, that on cigars and snuff from 15 to 50 per cent. *ad valorem*, while " tumbeki " (or pipe-tobacco imported mainly from Persia) was taxed at Rs.2/- per kilogramme instead of Rs.1/2. Importation of raw tobacco was prohibited. Further, a surtax on matches of Re.1/- per gross boxes of 60 matches, and on playing cards of Re.1/- per pack, was levied in addition to the existing duty of 15 per cent. *ad valorem*.

The gross Customs realization during the period under review are shown in the subjoined Table (No. VI).

Gross Customs realizations during the half-year ending 31st March, 1921, amounted to :—

——	Basrah.	Baghdad.	Total.
	Rs.	Rs.	Rs.
October, 1920	14,18,388	7,85,598	22,03,986
November, 1920	13,81,413	8,76,629	21,58,042
December, 1920...	12,51,559	11,42,276	23,93,835
January, 1921	10,96,588	9,81,714	20,78,302
February, 1921	8,23,570	12,02,664	20,26,234
March, 1921	9,62,490	11,55,338	21,17,828
Total	69,34,008	61,44,219	1,29,78,227

For the financial year ending 31st March, 1922, the following are the figures of gross realization under Customs :—

——	Basrah.	Baghdad.	Total.
	Rs.	Rs.	Rs.
April, 1921	11,13,952	5,89,888	17,03,840
May, 1921	9,50,527	5,64,706	15,15,233
June, 1921	13,39,891	5,67,512	19,07,403
July, 1921	10,39,718	4,32,884	14,72,602
August, 1921	7,29,509	4,10,796	11,40,305
September, 1921	8,05,802	3,60,326	11,66,128
October, 1921	6,80,212	6,13,514	12,93,726
November, 1921	8,49,534	7,76,136	16,25,670
December, 1921	8,93,662	5,48,151	14,41,813
January, 1922	6,76,579	6,28,363	13,04,942
February, 1922	5,87,593	6,28,819	12,16,412
March, 1922	8,78,075	4,50,000	13,28,075
Total	1,05,44,986	65,72,095	1,71,16,149

The figures for the two financial periods are not, however, compiled on precisely the same basis. In 1920–21, import duty on goods in transit was credited to realizations, and its subsequent repayment on export is included in disbursements under the head " Refunds." In

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the following year, however, an account called the " transit suspense account " was opened, and payments of import duty on goods in transit were credited to a deposit head, and are, therefore, not included in gross realizations. The " transit suspense account " of 1921–22 amounted to 94 lakhs, of which 45.48 were refunded during the year. In the earlier period refunds on account of export of goods in transit are shown in the total expenditure of the Department, and are not explicitly distinguished from " refunds and drawbacks " proper, or from the working costs of the Departments.

IV.—THE 'IRAQ ARMY.

1.—History and General Remarks.

Ja'far Pasha al 'Askari, C.M.G., late C.-in-C. of the Hijaz Army, arrived in 'Iraq from Syria on 16th October, 1920, and was appointed Minister of Defence on 26th October, 1920.

No further development occurred till 6th January, 1921, when a skeleton Headquarters Staff of 10 'Iraqi officers was formed; their numbers being increased to 13 on 18th January and to 24 in April, 1921.

Many of these officers had fought on the side of the Allies during the Great War in the Sharifian Forces. Plans for raising and organising an 'Iraq Army were gone into, officers registered for service, etc., and on the recommendation of the Minister of Defence, the Council of Ministers decreed that the 'Iraq Army should be organised, trained, dressed, and equipped on British lines.

In February, Nuri Pasha al Sa'id, C.M.G., D.S.O., arrived from Syria and was appointed officiating C.G.S., and on 6th March 111 'Iraqi Officers of the Hijaz Army arrived in Baghdad from Suez and became available for service in the 'Iraq Army.

In February, the Minister of Defence accompanied me to the Middle Eastern Conference at Cairo, returning to Baghdad on 9th April, 1921.

A further period of conferences and references to superior authority took place and finally, on 12th June, financial sanction was received to proposed rates of pay for rank and file, and on 18th June Recruiting Officers were despatched to the various recruiting centres, the first recruit enlisting (at Baghdad) on 21st June. The 'Iraq Army, therefore, may be considered to date its birth from the end of June, 1921.

The terms of service offered to recruits were as follows :—

I.—Any 'Iraqi of the towns and settled villages of 'Iraq, between 18–40 years of age, may volunteer for Army service. The period of service will be two years in the dismounted units and three years in the mounted branches.

II.—Monthly rates of pay for N.C.O.'s and men will be as follows :—

Mounted Units.		Dismounted Units.	
Sergeant	Rs. 70	Sergeant	Rs. 60
Corporal	„ 50	Corporal	„ 45
Private	„ 35	Private	„ 30

Each soldier will also be entitled to rations and clothing.

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III.—After having served from 3 to 6 months in the ranks, a private should have proved himself proficient in drill and musketry training. He will then receive Rs.5 per mensem extra. This allowance will be called " proficiency pay."

IV.—On completion of his period of service a soldier may be permitted to re-enlist for a second period. He will then receive an increase of pay of Rs.5 per mensem.

V.—No soldier will be sent on service outside the limits of 'Iraq.

VI.—A soldier who has completed his second period of service is eligible for promotion to the Commissioned ranks.

VII.—If a soldier who has completed 12 years' service leaves the Army he will be entitled to a post in the Civil Service (if, or when, there are vacancies) at a salary of 50 per cent. more than his Army pay.

VIII.—Troops will be quartered in barracks in towns, but will live in tents when on field service.

IX.—The soldier's daily ration will be as follows :—

	Grammes.
Flour	560
or Biscuits	560
or Bread	800
Meat	180
Rice	180
Ghee	30
Salt	20
Sugar	10
Tea	2
Fresh Vegetables	500
or Fresh Fruits	250
or Potatoes Lentils Dried Beans Onions	250
or Dried Vegetables	100
or Dry Fruits	200
Fuel	700
Soap	10

X.—Each soldier will receive the following articles of clothing :—

Summer.	Winter.	General.
2 Drill Tunics.	1 Serge Tunic.	3 Pairs Socks.
2 Pairs Drill Trousers.	1 Pair Serge Trousers.	2 Pairs Puttees.
	1 Jersey.	2 Pairs Boots.
	2 Pairs Pants.	2 Shirts.
	1 Waterproof.	1 Greatcoat.
		1 Aqual.
		2 Kafiyahs.
		1 Sidarah.
		2 Blankets.
		1 Haversack.
		1 Water-bottle.
		1 Spoon.
		1 Plate.
		1 Mug.

XI.—Every man wishing to enlist must produce a certificate of good character signed by the Mukhtar of his quarter.

XII.—Recruits will receive subsistence allowances from the date of recruitment by the District R.O. till date of arrival at Headquarters. They will also receive a free passage from their recruiting centres to

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Baghdad. Before receiving subsistence allowances for their journey they must produce a guarantee that is acceptable to the District R.O.

XIII.—The following leave will be granted to soldiers of the 'Iraq Army :—

(*a*) All unmarried soldiers living in a place where their families reside, 24 hours a week.

(*b*) Married men living in a place where their families reside will get this same leave, plus one extra night.

(*c*) All soldiers whose homes are not more than 24 hours' journey from their barracks, every 3 months, 10 days' leave.

(*d*) All soldiers whose homes are more than 24 hours' journey, but not more than 3 days' journey, every 6 months, 20 days' leave.

(*e*) All soldiers whose homes are distant more than 3 days' journey from their barracks, every 9 months, 30 days' leave.

N.B.—If the classes enumerated in (*c*) and (*d*) take no leave for one year they will be entitled to 30 days' leave. Leave in excess of 30 days cannot be accumulated.

These Regulations are subject to such alterations and amendments as the exigencies of the service may necessitate.

XIV.—The following are the chest and height measurements necessary. The figures in the Table represent the mean between the measurements of the chest when emptied of all air and when fully expanded. There should be a difference of at least two inches between the two latter measurements :—

Age.	5′ 4″ to 5′ 7″	5′ 7″ to 5′ 8″	5′ 8″ to 5′ 9″	5′ 9″ to 5′ 10″	5′ 10″ and over.
18–19	33″	33″	33½	34″	34½
19–22	33″	33½	34″	34½	35″
22–24.	33½	34″	34½″	35″	35½
24–25	34″	34½	35″	35½″	36″
25 and over	34½	35″	35½″	36″	36″

Technical and menial establishments will be enlisted if able-bodied, irrespective of height and chest measurements.

On 1st January, 1922, the term of service for all arms was fixed at two years and the following revised rates of pay approved for the Rank and File :—

——	Sergeants.	Corporals.	Privates.
	Rs.	Rs.	Rs.
Artillery	60	50	40
Cavalry	60	50	40
Infantry	55	45	40
Transport	55	45	40
	Ward Masters.	Assistant Ward Masters.	Orderlies.
Medical	55	45	40

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The approved rates of pay for officers are :—

		Rs. per mensem.
Al 'Amid	General	2,000
Al Fariq al Awwal ...	Lt.-General	1,500
Al Fariq	Major-General	1,200
Al Zaim	Colonel	850
Al 'Aqid	Lt.-Colonel	650
Al Muqaddam	Major	550
Al Rais al Awwal ...	Senior Captain	450
Al Rais	Captain	400
Al Mulazim al Awwal ...	Lieutenant	300
Al Mulazim al Thani ...	2nd Lieutenant	250

The 1st 'Iraq Infantry was formed at Baghdad on 28th July, 1921, and transferred to Kadhimain on the 17th August. On 7th/9th October it was transferred to Hillah, relieving the British garrison there and at the Hindiyah Barrage, and was given the title of "Fauj Musa al Kadhim" ("The Musa al Kadhim Battalion") on leaving Kadhimain, by H.M. King Faisal.

The 1st 'Iraq Cavalry was formed at Baghdad on 27th August, 1921, the nucleus of its 1st Squadron (King's Bodyguard) having been formed on 18th July, 1921. In March, 1922, it was given the title of "Katibat al Hashimi" ("The Hashimi Regiment"), by H.M. King Faisal.

The 2nd 'Iraq Infantry was formed at Baghdad on the 10th August, 1921, and proceeded to Kadhimain on 7th November, 1921.

The 1st Pack Battery was formed at Baghdad on the 12th October, 1921, and proceeded to Kadhimain on 12th November, and one section of it will proceed to Mosul on 10th April, 1922.

The 1st Transport Company was formed at Baghdad on 24th July, 1921, and proceeded to Mosul on 5th March, 1922.

The 2nd Transport Company was formed at Baghdad on 1st December, 1921.

The 2nd Pack Battery was formed at Kadhimain on 1st January, 1922.

The nucleus of the 2nd 'Iraq Cavalry was formed at Baghdad on 1st January, 1922, and proceeded to Mosul on 6th January.

The nucleus of the 3rd 'Iraq Infantry was formed at Baghdad on 1st January, 1922, and proceeded to Mosul on 9th January, 1922.

The 'Iraq Medical Corps was formed at Baghdad in July, 1921, and has detachments at Mosul, Hillah and Kadhimain.

(The 3rd 'Iraq Cavalry will be formed at Mosul in April, 1922.)

2.—Recruiting.

Recruiting began well, but there were many desertions to start with and a considerable number of undesirable characters entered the ranks. From the monthly returns below, it will be noticed that recruiting fell off in October, November and December, 1921, the higher rates of pay given by the 'Iraq Levies having a bad effect on recruiting for the 'Iraq Army. When in January, 1922, the rates of pay in the 'Iraq Army were equalized with those of the Levies, recruiting greatly improved.

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A voluntary recruited Army, however, is an innovation in 'Iraq and it remains to be seen whether men will be obtained in sufficient numbers to form a force capable of garrisoning 'Iraq effectively. Many local authorities are doubtful of this and consider some modified form of ballot will be necessary.

Recruiting branches were opened towards the end of June, 1921, at Baghdad, Mosul, Kirkuk, Ramadi, Basrah, 'Anah, Kadhimain, Khanaqin, Ba'quba, Mandali, Samarra, 'Amarah, Karbala, Hillah, Kut, Najaf, Hindiyah, Nasiriyah and Kifri. The staff of these branches consisted of :—

28 Officers.
4 Officer Clerks.
30 N.C.O. Clerks.

Recruits from all these branches were sent to Baghdad for training till January, 1922, when recruits from the Mosul and Kirkuk Liwas were posted for training direct to Mosul, and those from the middle Euphrates area to Hillah. This has proved popular with recruits, as the 'Iraqi dislikes serving for long periods far away from his native district.

The monthly returns of men enlisted are as follows :—

	Men.
June, 1921	19
July, 1921	1,429
August, 1921	594
September, 1921	320
October, 1921	117
November, 1921	130
December, 1921	200
January, 1922	403
February, 1922	691
March, 1922	554

3.—Military Education.

(a) *'Iraq Military College.*

On 1st April, 1921, a small class of instruction for 20 'Iraqi Subalterns was begun in a room of the Sarai ; it was finally assimilated into the first class, who joined the 'Iraq Military College in July. On the return of the Mesopotamia Commission from the Middle Eastern Conference at Cairo in the beginning of April, a scheme for the formation of a Training College was submitted to the Ministry and approved in principle.

This scheme was designed to provide a training establishment for 250 'Iraqi officers of the old Turkish Army, the seniors to go through a 3 months' course and the juniors through a 6 months' course during the financial year. The establishment of the school was organised on the lines of a Company at the R.M.C.,Sandhurst, modified to suit conditions in 'Iraq.

The only suitable building available was the North Gate Barracks, and it was not possible to get the necessary repairs and alterations finished till the 15th July.

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The 'Iraq Military College was formally opened on the 19th July in the presence of H.H. the Amir Faisal, H.E. the High Commissioner, the General Officer Commanding-in-Chief, British Forces in 'Iraq, and many Government officials and local notables. On this date 156 officers joined the College, their ranks being as follows :—

Muqaddam (Major)	7
Rais Awwal (Senior Captain)	26
Rais (Captain)	17
Mulazim Awwal (Lieutenant)	34
Mulazim Thani (2nd Lieutenant)	72

It was unfortunate that the College should have been opened at the hottest period of the year, as it involved considerable hardship on the students, many of whom were no longer in their first youth. The British instructional staff was not complete at the commencement of the course, consisting of 3 British Officers and 4 Non-Commissioned Officers, instead of the full complement of 7 and 10 respectively.

The authorized staff of the School consisted of the following personnel :—

British :

1 Director.
1 Assistant Director.
5 British Officer Instructors.
10 British Other Ranks Instructors.

'Iraq :

1 Commandant.
4 'Iraq Army Officer Instructors.

In August, 3 British Officers and 6 Non-Commissioned Officers joined the instructional staff, making it practically complete. The subjects taught at the College consisted of :—

Infantry Drill.
Cavalry Drill—Horse and Stable Management.
Physical Training.
Musketry.
Military Administration and Regimental Interior Economy.
Sanitation and Hygiene.
Elementary Lectures on General Military Subjects.
Elementary Military Law.

On 1st October, 27 of the Officer Students were urgently required for the Army.

At the end of September, an examination was held in all subjects taught at the College, the candidates at the top of the list being passed out as under :—

Muqaddam	3
Rais Awwal	3
Rais	4
Mulazim Awwal	9
Mulazim Thani	8
Total	27

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On 13th October, the following Artillery Officers were passed out of the College :—

Rais Awwal	2
Rais	2
Mulazim Awwal	2
Mulazim Thani	3
Total	9

On 10th November, a class of 51 fresh Officer Students joined the 'Iraq into the Army :—

Muqaddam	3
Rais Awwal	9
Rais	8
Mulazim Awwal	13
Mulazim Thani	17
Total	50

In addition to these, 13 Officers failed to pass out of the College and returned to civil life.

On 10th November, a class of 51 fresh Officer Students joined the 'Iraq Military College, being of the following ranks :—

'Aquid (Lieutenant-Colonel)	2
Muqaddam	5
Rais Awwal	7
Rais	11
Mulazim Awwal	14
Mulazim Thani	12
Total	51

A class of 50 Non-Commissioned Officers also joined the College for a class of instruction on this date [*see* (*ii*) (*d*)].

On 17th November, the following officers of the July course were commissioned :—

Rais Awwal	1
Mulazim Awwal	2
Mulazim Thani	3
Total	6

Generally speaking, the College had now begun to function satisfactorily and better results in training were plainly evident.

On 1st January, 1922, the remainder of the July class passed out of the College to the Army. They were of the following ranks :—

Muqaddam	1
Rais Awwal	10
Rais	1
Mulazim Awwal	2
Mulazim Thani	32
Total	46

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A new class joined on the 3rd January, 1922, of the following ranks :—

Muqaddam	3
Rais Awwal	10
Rais	5
Mulazim Awwal	11
Mulazim Thani	25
Total	54

The Students were now divided into four classes as under :—

1*st Class :* (In two divisions).—Senior officers who had joined in November, 1921, and January, 1922.

2*nd Class :*—Junior officers who had joined in November, 1921.

3*rd Class :* Junior officers who had joined in January, 1922.

4*th Class :*—Non-Commissioned Officers who had joined in November, 1921.

Owing to these classes being at different stages of instructions, the system of training had to be modified to meet requirements and the staff were very fully employed. The difficulties which were formerly met with, however, were not experienced, as the administration and organisation of the College had now much improved and the whole establishment had settled into their places.

During February and March, a marked improvement generally as regards training was noticeable.

During February, Officers of ranks as under were commissioned and left the College :—

1st February	Muqaddam	1
	Rais	2
	Mulazim Thani	3
13th February	Muqaddam	1
20th February	Mulazim Awwal... ...	1
22nd February	Mulazim Awwal... ...	1
28th February	Muqaddam	2

All these were of the November, 1921, class.

Ninety-four Officer Students now remain in the School and will be ready for commissions by 31st March.

The senior division of the 1st class, and the 2nd class, are required for the Army on 1st April under present arrangements, and therefore the January class will complete a 6 months' course.

Physical training was 'discontinued from November, 1921, and Tactics instituted for No. 1 class.

Particular attention has been paid to Musketry, and in addition to frequent firing on the Miniature Range, a course of Musketry on the long range was begun on 4th March for the senior division of No. 1 class and classes Nos. 2 and 4.

The Translation Department of the 'Iraq Army was attached to the 'Iraq Military College and has been flooded with work, as in addition to carrying out the ground work of the bulk of the translation of Military Text Books required by the College and the Army at large, they were occupied with work required for the interior economy of the School, Lecture, etc.

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(*b*) *Translations and Courses of Instruction.*

The undermentioned books have been translated into Arabic and in addition lectures on Tactics and Military Administration, Standing Orders, etc., have been translated and printed in Arabic.

Squad Drill.
Platoon Drill.
Company Drill.
Extended Order Drill.
Bayonet Fighting.
Parts of Cavalry Training.
,, Musketry Regulations.
,, Infantry Training.
,, Machine-Gun Training.
,, Handbook of ·303 Vickers Machine-Gun.
Manual of Physical Training.
Part of Field Service Regulations, Vol II
Drill Book of 2·75 B.L. Gun.
Notes on Horse Management in the Field.
Notes on the Ford Car.

One of the first tasks with which the Ministry of Defence found itself confronted was the necessity of forming an Arabic Military vocabulary. Hitherto all Military Terms, Text Books, Words of Command, etc., have been written in Turkish, and the necessity of translating these into Arabic involves the selection, adaptation and classification for Military purposes of works which have hitherto carried no special Military significance.

The following courses of instructions have been held during the year :—

(*a*) A three months' course of instruction in Motor Transport (Fiats and Ford). One Officer and 17 men passed this course with credit.
(*b*) A 6 weeks' course for 14 officers in the 2·75 B.L. Gun.
(*c*) A 2 months' course for 7 officers and 7 N.C.O.'s in the ·303 Vickers Machine-Gun.
(*d*) A 4 months' course at the 'Iraq Military College for 50 (afterwards reduced to 43) N.C.O.'s.
(*e*) 14 artificers have undergone a course of instructions in the British Ordnance Workshops, Baghdad.
(*f*) 16 men have been trained as Farriers at the Civil Veterinary Hospital.
(*g*) 5 officers and 31 N.C.O.'s have undergone a Cavalry Course under the senior Liaison Officer, Cavalry.

4.—Medical and Veterinary.

(*a*) *Medical.*

Recruiting for the 'Iraq Medical Corps began on 2nd July, 1921, and a small hospital of 20 beds was opened in the North Gate Barracks, on 25th August, 1921.

For establishment of the Medical Corps *see* (7).

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There are at present three Military Hospitals :—

Baghdad	... ...	35 beds.
Mosul	... ...	50 „
Hillah	... ...	8 „

As these hospitals are not yet fully equipped very serious cases are usually sent to Civil Hospitals.

During the past 6 months 484 cases have been treated in Military Hospitals.

There have been 5 cases of death in Hospital.

There have been 2 cases of death out of Hospital (one of these due to an accident).

Prevailing Diseases.

Eye Diseases.
Malaria.
Venereal.

Only one case of infectious disease has been reported.

Field Ambulance.

A Field Ambulance of 2 sections is being prepared and is nearly complete.

Medical Examination of Recruits and Invaliding.

The rejection of recruits, or invaliding of soldiers out of the Army has been chiefly due to the following causes :—

Trachoma and its consequences.
Malarial Cachexia.
Profound Anæmia usually due to Malaria or Ancylostomiasis.

(*b*) *Veterinary.*

The Veterinary Service of the 'Iraq Army is naturally in its initial stage of development.

Administrative British and 'Iraq Personnel.

A Veterinary Adviser being necessary at Headquarters, the services of the existing Director of Civil Veterinary Department, for the sake of economy, are utilised.

The executive Veterinary Officers ('Iraqis) are four in number, one in charge of Remounts and the other three in charge of areas. Two of them have not completed a full Veterinary course and it is proposed to send them to India to fully qualify.

Further, the Veterinary Inspectors of the Civil Veterinary Department render all Veterinary aid in those areas where there is no Army Veterinary Officer stationed.

The subordinate personnel consists of two men from each unit being attached to the Veterinary Officers in charge of their formations and undergo a special course of instruction and work under their orders in the Unit's sick lines.

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Veterinary Hospitals.

For the sake of economy there are no Veterinary Sections nor Hospitals. The existing Hospital of the Civil Veterinary Department being available, the Hospital cases are evacuated there.

Veterinary Equipment.

All Units are provided with Field Veterinary Equipment on an economical scale and are issued to and held on charge of the Veterinary Officers concerned.

Veterinary Stores.

All Veterinary Stores are supplied from the Civil Veterinary Stores, Baghdad, on indent and the Director of Civil Veterinary Department personally scrutinises the demands.

Returns.

A return of sick and lame animals is rendered weekly by each Veterinary Officer for the Units under his charge to the Veterinary Adviser direct.

Veterinary History sheets have been compiled for all animals and are kept with the Unit Commanders.

Health of Animals.

During the last two months ending 10th March, the total number of cases treated in Sick Lines is 241. Of these 170 have been returned to duty, 2 have died and 3 were destroyed as incurable. Sixty-six remain under treatment, of which 42 are surgical cases. No contagious disease exists at the present time.

The Arab pattern shoe has been universally adopted. Men have been and are being trained at the Civil Veterinary Hospital, Baghdad, as shoeing smiths on a three months' course.

Veterinary inspections of Units are made periodically by the Veterinary Adviser.

5.—JUDICIAL.

On the 11th August, 1921, the "'Iraq Army Proclamation" (provisional), was passed by the Council of Ministers and signed by His Excellency the High Commissioner.

Under this Proclamation a permanent Court-Martial was instituted at Army Headquarters, Baghdad, to try the more serious offences against Military Law, and in March, 1922, permission was obtained to institute similar permanent Courts-Martial at other stations at the discretion of the Minister of Defence.

The total number of Courts-Martial held during the current year was 8, and the total number of cases of breaches of discipline reported to Ministry of Defence, but not warranting a Court-Martial, was 180. The procedure used at Courts-Martial and Courts of Inquiry is based on that laid down in the Army Act and King's Regulations.

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6.—Disposition and Strength on 31st March, 1922.

	Officers and men.
Mosul :	
District Staff	2
2nd 'Iraq Cavalry	436
3rd 'Iraq Infantry	626
1st Transport Company	155
Medical Corps	12
N.B.—The 3rd 'Iraq Cavalry will be formed on 1st April, 1922, from drafts of 2nd Cavalry.	
Baghdad and Kadhimain :	
Headquarters Staff	29
'Iraq Military College	6
1st 'Iraq Cavalry	313
1st Pack Battery	215
2nd Pack Battery	119
2nd 'Iraq Infantry	692
2nd Transport Company (less detach. at Hillah) ...	208
Medical Corps	33
Hillah :	
1st 'Iraq Infantry (with one Coy. Hindiyah Barrage)	811
Detach. 2nd Transport Coy.	11
Medical Corps	7

7.—Authorised Establishment for 1921–22 and Organisation of Units.

The strength of the 'Iraq Army during the past year has had to be regulated not by the duties required of it so much as by the funds which could be provided for it from the revenues of the country. A total sum of 55 lakhs was set aside for the Army and plans were made to recruit the forces gradually so as to keep within the limits of this provision. The final strength aimed at was a force of :—

One Cavalry Regiment.
One Battery of Artillery, composed of two Sections of 2·75″ Mountain Guns and one Section of 18 pdrs.
Three Battalions of Infantry.
Two Transport Companies.
Ministry and Advisory Staffs.
Recruiting Staff.
Officers' School.
Medical Services.
Accounts Department.

During the year it was found advisable to modify the composition of the above force in certain details, notably in the composition of the Battery, the 18 pdrs. Section of which was abandoned.

The necessity of taking over the duty of garrisoning Mosul by 1st April, 1922, entailed a further re-organisation and the raising of additional troops. The money for this was found out of savings effected in the previous Budget due to Units not being recruited up to programme and from an additional vote of 8 lakhs. The additional forces to be raised with this sum consisted of two Regiments of Cavalry and one Mountain Battery.

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The total force, therefore, authorised at the end of the financial year was as shown in the following table :—

	Officers.	Other Ranks.
Headquarters Staff	29	—
Recruiting Staff	32	30
Military College Staff	6	—
Medical Services	12	38
2 Cavalry Regiments	66	885
2 Pack Batteries	12	524
3 Battalions Infantry	84	2,271
2 Transport Companies	6	306
Total	254	4,054

(The above figures represent enlisted personnel and are exclusive of menials and artisans.)

8.—Supply of Clothing, Arms, Equipment and Animals.

The greater bulk of the Army's general and surgical equipment, ammunition and warlike stores, personnel equipment and clothing has been purchased through the Disposals at prices averaging 60 per cent. of Ordnance Vocabulary prices. Sufficient clothing and stores, etc., has been provided for the Army sanctioned during the current financial year. Some stores and clothing were purchased locally, such as head-gear, blankets, brow bands, saddlery, and some from overseas.

Animal requirements have been provided by surplus animals from the Army of Occupation. The following have been taken over :—

Horses	622
L.D. Mules	202
Ordnance Mules	374
A.T. & Pack Mules	1,796

The prices charged by the British Government are :—

Horses	Rs. 400
L.D. Mules	„ 400
Other Mules	„ 350

9.—Ministry, Advisory and Headquarters Staff.

The Ministry Staff is as follows :—

Minister.
Military Secretary.
A.D.C.

The Advisory Staff is as follows :—

Adviser.
G.S.O. II. " G "
„ II. " Q "
„ II. " A "
Accounts Officer.
Ordnance Officer.

All these are in a purely advisory capacity. Each Unit of Cavalry, Artillery and Infantry has a Liaison Officer, and there is also a Liaison

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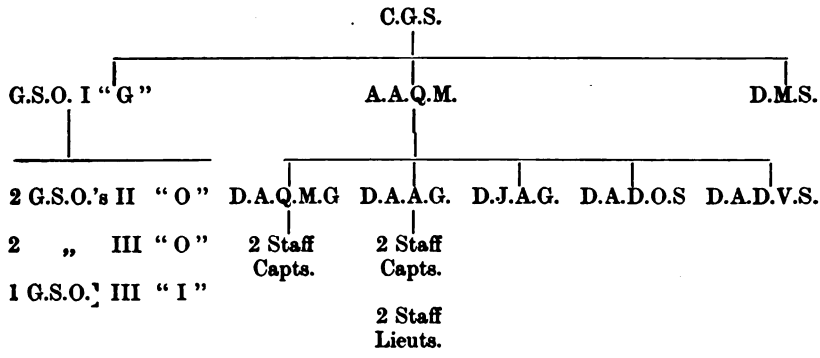
Officer for Transport. These Officers also are in an advisory, not executive capacity.

The Headquarter Staff is as follows :—



10.—Future Development.

The future development of the 'Iraq Army is governed rather by the limitations imposed by financial stringency than by the requirements of the country.

The area of country for which it is desired that the 'Iraq Army should accept responsibility has been laid down for 1922 as being the right bank of the Tigris from the northern frontier as far as Baghdad, and the Euphrates as far as its junction with the Tigris on both banks.

The minimum force requisite to discharge these responsibilities is as follows :—

Mosul :
- 2 Regiments Cavalry (8 Squadrons).
- ½ Pack Battery.
- ½ Battery, Horse Artillery.
- 1 Battalion Infantry.
- 1 Transport Company.

L. of C. Mosul-Sharqat :
- ½ Squadron Cavalry.
- ½ Company Infantry.

Baghdad :
- King's Guard (1 Squadron, ½ Company).
- 1 Pack Battery.
- 1 Battalion Infantry.
- 1 Transport Company.

Hillah and Barrage :
- 1 Battalion Infantry.

Diwaniyah :
- 1 Regiment Cavalry (4 Squadrons).

Nasiriyah :
- ½ Pack Battery.
- 1 Battalion Infantry.

The force outlined above is estimated to cost, with the necessary services, a sum of 115 lakhs.

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Amongst other proposals for the development of the Army in the year 1922–23 it is desired to send five English-speaking officers of the 'Iraq Army to England during the year to undergo courses of instruction in staff duties, musketry, artillery and engineering. The size of the Army and the resources of the country do not warrant the cost of maintaining establishments for higher military training in 'Iraq, but by sending to England every year a small number of officers to study various branches it is hoped to have in a few years a staff of officers of the 'Iraq Army competent to instruct and train the other officers of the Army.

Regarding the 'Iraq Military College, it is proposed after Ramadhan to start special Musketry and Signalling classes for officers and N.C.Os., in addition to the training of Officer Cadets in general Military subjects. Courses in Machine-Gun training, Cavalry courses, etc., will be held as the need arises.

It is hoped during the coming financial year to effect the translation of the remaining portions of the principal text-books of the three Arms of the Service.

V.—'IRAQ LEVIES.

1.—The Levy in 1920.

Genesis of the Levy.

The birth of the Levy dates back to the period when the British Forces were making the final advances upon Baghdad. In those days and for some considerable period afterwards the Levy consisted of Shabanahs, who acted as irregular military police, taking their orders from Political Officers. Gradually these Shabanahs were clothed in uniform, equipped and formed into small bodies under command of British Officers; at this stage their rôle differed little from that originally allotted to them.

By October, 1920, Shabanahs had undergone a considerable change. Company and Squadron organization was being introduced. The numbers had reached a total of 2,000. The good work done by the Shabanahs in the early and difficult days must not be overlooked when reviewing the more brilliant achievements of the Levy in recent times. In October, 1921, the Levy was definitely made responsible for the maintenance of internal order in certain areas in 'Iraq. This responsibility stretched from Mosul to Qurnah on the Tigris, and from Ba'quba to Nasiriyah on the Euphrates.

Work during 1920.

Official despatches and the honours gained testify to the excellent work performed by Levies during the disturbances in 1920. During this anxious period Levies were also employed as guides, scouts for columns, and in active operations with British Troops. The casualty roll during the year ending September, 1921, of 107, which contained the large proportion of 73 killed, indicates the reality of the fighting in which they were engaged. The award of 15 medals of the British Empire for gallantry in the field is significant of the high opinion of

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their fighting value held by the British Column Commanders under whom they served.

2.—The Levy after the Cairo Conference.

Decisions of the Cairo Conference.

The Levy in 1920 consisted for the greater part of men of Arab nationality. The summer of 1921 saw further responsibilities being vested in the Levies. The decision of the Cairo Conference necessitated a considerable increase, originally estimated to make a total of 7,500. Responsibilities extended to Kurdistan in addition to 'Iraq. The strength of the force at this period numbered 4,000 rank and file. Though a certain small proportion of Kurds had been introduced into the Levy, and the Kurdish Levy in Sulaimani had been incorporated, it was not till the end of August that the raising of Assyrian Units was begun and a Christian element introduced.

Relief of Imperial troops.

During the autumn of 1921 the decision arrived at during the Cairo Conference in March took effect, with the flow of Imperial Troops out of the country. Levies were now called upon to shoulder still heavier responsibilities in finding reliefs on the Kurdish frontiers for the Imperial Troops. In actual fact Levies of a strength approximately a weak Brigade, without artillery or automatic fire, were called upon to relieve what approached very nearly to two weak Divisions. The manner in which they fulfilled their obligations is shown by the fact that the frontier is still intact, and that no serious tribal rising has occurred. The casualty roll is eloquent of the readiness with which they responded when called upon to assert Government authority by force of arms. The very successful operation against Batas, in September, 1921, had political effects of a far-reaching nature and did much to curb the activities of the truculent Kurds of the Rawanduz area.

Surchi Operations.

Towards the end of December, 1921, a patrol of Levies was treacherously ambushed by Shaikh 'Ubaidullah of the Surchi to the East of Arbil and suffered severe casualties. The prestige of the Government was at stake and punitive action was imperative. As no Imperial troops were available it became necessary to use the Levies in their new rôle as a military force. Accordingly, on Christmas Day, a force of Levies, 1,000 strong, under the command of the Inspector-General, moved out against the tribes, who were holding a strong position on the south side of the Rawanduz Gorge. The strength of the tribes was estimated at approximately 600 rifles, and they were supported by 200 Turkish troops, 8 machine guns and 1 gun. In spite of the fact that all of the Levies employed were by no means fully trained and that there was a decided shortage of British officers, the operations, which unfortunately involved the loss of two British officers, were brought to a successful conclusion in two days. The Turkish troops took no part in the operations after the first day's fighting, and retired

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to Rawanduz. The tribesmen, after putting up a stout resistance, were driven from their hills and several of their villages burned. Their casualties were reported as 20 killed and 70 wounded, and a number of flocks and herds were captured. A march through the country of a tribe whose loyalty to the Government was very much in question concluded the operations, which undoubtedly had a very great effect in shattering the prestige of the small Turkish garrison in the Rawanduz area. The successful result of this first attempt of the Levies to act as an organized military body in conjunction with the Royal Air Force, an attempt which was necessarily undertaken at a time when the training and equipment of the Levies was still incomplete, holds out excellent promise for their success in the future.

Organization and Training.

In September, 1921, two senior and experienced officers arrived and assumed the rôles of Inspector-General and Deputy Inspector-General of the Levy Force. Steps were gradually taken to transfer the weight of the Levies from the Valley of the Euphrates to Kurdistan, and at a Conference held at the Residency early in December it was decided definitely to eliminate Levies from the Euphrates and to assign to them as their sector in the defence scheme of the whole country the Mosul outposts and Kurdistan. Owing to the inability of the 'Iraq Army to take over the whole of the Euphrates it has unfortunately been impossible up to the moment of writing this report to remove the Levies from Diwaniyah, Samawah and Nasiriyah. It has, however, been possible to dispense with many outlying detachments and the consequent concentration of units has resulted in improvements in interior economy and in the possibility of introducing improved systems of training. Desertions, which had reached an average of 77 per month, have fallen to 3 per month, and a marked improvement in the general behaviour of the Levies has been noticed from time to time by Political Officers who have come in contact with them. At the same time, after the operations mentioned in the previous paragraph, the Inspector-General reported to the High Commissioner that existing arrangements, in his opinion, did not work for efficiency and suggested that the Levies should be placed under General Headquarters for the purposes of administration. After full discussion with the General Officer Commanding-in-Chief, it was decided that the change was immediately necessary in the interests of efficiency and Levies were accordingly transferred from the direct charge of the High Commissioner to that of the General Officer Commanding, acting on his behalf, with effect from February 22nd, 1922.

Recruiting among Assyrians.

Late in November it was decided to raise the strength of the Levies from 4,500 to 5,500. Recruiting of Arabs having ceased and the supply from Kurdish sources being inadequate and not always of very good quality, a vigorous recruiting campaign was started among the fighting tribes of the Assyrians who had been settled North of the Mosul Division. The recruiting was entrusted to Captain MacNearnie,

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whose efforts have met with such striking success that by the end of the period under report the total of 5,000 had not only been reached but actually exceeded by some 400. The surplus will be disposed of by weeding out non-efficients.

Details of organization will be found in Appendix II.

VI.—THE ADMINISTRATION OF JUSTICE.

1.—General Observations.

Paradoxical Nature of 'Iraq Position.

In the period covered by this report the Government of 'Iraq has passed from a Civil Administration, regularly established in accordance with international law by an Army occupying enemy territory, to the paradoxical position of a Constitutional Monarchy, of which the constitution has not yet been formulated, depending for its sanction and recognition on a Treaty that has never been confirmed and a Mandate that has never been ratified. The practical administrator need care for none of these things, but they press hard on his legal advisers who are responsible for the administration of justice, the jurisdiction of the Courts, the Government's legal relations, internal and external, and the exercise of its legislative powers.

This branch of the Administration has, however, gone boldly ahead, first as the Judicial Department and later as the Ministry of Justice, and in spite of the insecurity of the Government's legal status, has adapted its own organisation and functions, as well as those of the Courts of Justice, to the political or constitutional changes.

It is necessary briefly to summarise the changes which have affected this Ministry.

Historical Summary.

In October, 1920, a Provisional Native Government under the High Commissioner was substituted for the Civil Administration established by the occupying army. The departments of the old Administration became either Ministries under a native Minister or Departments under one of such Ministries. The Judicial Department became the Ministry of Justice and on the 11th November, 1920, the venerable Shaikh Mustafa al Alusi, a Shar'ah official of great experience who at one time held the post of Qadhi of Mecca, accepted the appointment of Minister. Sir Edgar Bonham Carter, K.C.M.G.. C.I.E., who as Judicial Secretary had administered the Judicial Department, became the Adviser and so ceased to be the titular head of the system which he had established. In this connection it is right to point out that he had himself soon after the Armistice proposed the appointment of an 'Iraq Minister of Justice. The insurrection of 1920 brought down upon many departments of the Administration severe criticism, but Sir Edgar justly claimed that little if any criticism in connection with the cause of the rebellion was directed against his judicial system. This immunity he attributed to the policy which he had pursued, first, of making no unnecessary alterations in institutions or laws with which the people were familiar, and secondly, of making the fullest use of

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'Iraqis as judges and officials of the Department. The institution of the new Ministry, therefore, involved no change and no necessity for change in the policy which had been so successfully pursued.

The next change which reacted upon the judicature followed closely upon the formation of the Council of State in November, 1920. Sir Edgar has described it as follows :—

> " During the war the local administration was entrusted to British Political Officers and Assistant Political Officers, who exercised at once both executive and magisterial functions. At the end of 1920 the Council of State was constituted and it was decided to revert to the local administrative system which was in force under the Turks, and to replace the British Political Officers and Assistant Political Officers by 'Iraqi Mutasarrifs and Qaimmaqams assisted by British Advisers who are to have no executive functions.
>
> " One of the essential features of the Turkish Administrative System was the complete separation of the executive and the judicial, and it became, therefore, necessary to increase and extend the Courts so as to make provision for the trial of criminal cases throughout the country.
>
> " At the same time the opportunity was taken to strengthen the Court of Appeal by the addition of two judges and to vest in it the powers of confirmation and revision which had previously been vested in the High Commissioner. Similarly the powers of revision formerly exercised by the Political Officer within his Division will be transferred to the Court of First Instance for the Division.
>
> " In certain Divisions where the judicial work is light a Single Judge will be appointed with the powers of a Court of First Instance in Civil matters. He will be assisted by an Assistant Judge. This is in accordance with a scheme which had been brought into force by the Turks shortly before the outbreak of war."

The detailed scheme as approved by the Council of State is set out on page 6 of the " Report of the Administration of Justice for the year 1920."

Hitherto the Court of Appeal has exercised the functions of a Court of Revision for all Courts subordinate to it. The Council of State, however, supported by public opinion, both legal and commercial, has attached great importance to the institution of a Court of Cassation or Revision distinct from the Court of Appeal, on the ground that it is in accordance with Ottoman Law and will provide a second appeal in civil cases of importance. The policy of providing and supporting institutions to which native ideas are wedded outweighed considerations of economy and the obvious objections to a multiplication of appeals, and shortly before his departure, Sir Edgar, as Acting High Commissioner, himself confirmed a resolution of the Council of State establishing a Court of Cassation. In the year which has since elapsed shortage of funds, other political changes and the difficulty of finding suitable personnel have delayed the execution of this decision, and up to the end of March, 1922, the Court of Appeal, provisionally known

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as the Court of Appeal and Cassation, continued to function as the only Court of Revision as well as of final appeal.

Another development of the policy of introducing the old system was the appointment of legal procurators in the early summer of 1921. Police procurators were already provided for by the Criminal Procedure Regulations, but judicial procurators, distinct from the police, had no real place in the existing system and were appointed in anticipation of the revision of the Criminal Procedure and Penal Code. The result has been unfortunate. The procurators have left undone the work they might have done and have interfered where there was no need. The result has been friction with the police authorities, and the Procurators General appointed at Baghdad, Basrah and Mosul have been transferred to judicial work until their duties have been properly defined by a new Code of Criminal Procedure.

The modifications in the judicial system which have been outlined above were given legal sanction by the Courts (Revision) Proclamation, 1921, on the 14th May, 1921. The keynote of this enactment is sounded in section 24, which substitutes for the expression " Occupied Territories " the term " 'Iraq." The Ministry and the Judicature were adapted to the needs and wishes of the Provisional Native Government.

On the 26th of the same month Sir Edgar Bonham Carter left 'Iraq.

During the further political changes which ensued on the Cairo Conference and the accession of His Majesty King Faisal, the office of Adviser was temporarily held by Mr. E. M. Drower until the arrival at the end of September of Mr. N. Davidson. The organisation of the Ministry and Judicature remained the same, and it was not until the first Ministry of King Faisal was appointed, in succession to the Provisional Government, that any material alteration was effected. On the 11th September, 1921, Naji Beg al Suwaidi was appointed Minister of Justice. The change that soon became apparent was not one of organisation but of personality. The late Minister had been content to leave the administration almost entirely in the hands of his Adviser. Naji Beg, the scion of a family deeply steeped in politics, has not only considerable legal and administrative experience but a forceful character, skill in debate and tireless energy. The new Minister, as was right and proper, immediately assumed the full responsibility of his position. This involved a corresponding change in the position of the Adviser whose duty it became no longer to administer the department but to keep the administration on the right lines. On the other hand Naji Beg has always been ready to recognise the special responsibilities of the Adviser. No important step was taken and no judicial appointment made without mutual consultation, and it was early agreed that all correspondence or other documents issuing from the Ministry should be seen by both the Minister and the Adviser, except the Adviser's correspondence with other Advisers or with the High Commissioner's Secretariat. The Minister's character necessarily led him to force the pace at a time when the Adviser would have preferred to let well alone, and the Adviser was not infrequently obliged to check action by the Minister which might have appeared to derogate from the independence of the Courts. But during the seven

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months of Naji Beg's Ministry the Adviser on no occasion felt himself obliged to bring an issue between himself and Naji Beg before the Council of State or the High Commissioner.

Like most well-educated orientals of the younger school the Minister attached what we consider an exaggerated importance to committees, reports, examinations and diplomas. With the concurrence of the Council of State and the approval of the press, committees of judges and other legal officers were instituted to deal with the appointment of civil judges, the appointment of Shar'ah judges and the drafting of legislation. None of these committees have been entirely satisfactory. As all appointments ultimately depended on the Minister and the Adviser the appointments committees lacked real responsibility in their decisions, while the valuable advice which their members were able to give could have been obtained more conveniently by private interrogatory. Drafting is a one-man job and this soon became apparent from the inordinate time taken by the committee in its endeavours to draft a new Penal Code. The real work has been done by Mr. Drower, the Government Counsellor, and his Assistant, Taufiq Beg Suwaidi, the Minister's brother.

A very useful development in the organisation of the Ministry was introduced in October, 1921, when most of the non-judicial and non-political work of the Ministry, namely, legal advice to other Ministers and legislative or other drafting, was entrusted to a special section under the charge of Mr. Drower, who was appointed Governor Counsellor, and whose special qualifications have been satisfactorily utilised. A judicial inspectorate, one of the reforms recommended by Sir Edgar Bonham Carter in his last report, was also established and placed under Mr. Drower's section.

Wider and more radical schemes of reorganisation were also initiated by the Minister, but his resignation for political reasons, which coincided with the date limiting this report, has prevented their completion for the moment. These included a proposal to substitute single judges for a bench of three in all courts of First Instance ; the amalgamation of the Shi'ah with the Sunni religious courts ; a set of regulations for the appointment, grading and qualifications of judges, and a reorganisation of the Law School. Regulations for the latter have been agreed to, but will not come into force within the period of this report. The others require further consideration, and should await the final settlement of the government and status of 'Iraq. Nevertheless, the work and the ideas of the late Minister will be of the greatest value and assistance to those who may succeed to his responsibilities.

2.—Personnel.

A list of the principal officials holding appointments in the Ministry of Justice on the 31st March, 1922, is contained in Appendix 12.

All other changes in personnel have been overshadowed by the retirement of Sir Edgar Bonham Carter in May, 1921. The success which attended his re-establishment of the Courts of 'Iraq has been already noted. The difficulties with which he had to contend and the reasons for his success have been described in previous reports. But

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his personal influence was even more remarkable than these practical achievements, and the affection and respect with which he was regarded by all classes were invaluable assets in the head of a judicial system. The irremovability of judges is a principle impossible to apply in the present conditions of 'Iraq, but the next best thing in order to secure judicial impartiality and independence is complete confidence in the justice and fair-mindedness of the controlling authority. This confidence Sir Edgar won and held throughout.

On the appointment of Mr. N. Davidson to succeed Sir Edgar it was arranged that he should take over from him at the end of May, but events in the Sudan prevented him from reaching Baghdad till the end of September. Mr. Drower carried on as Adviser with great efficiency during the interval.

The death of Haji 'Ali Effendi Alusi, Qadhi of Baghdad, in January, 1922, removed one of the pillars of the religious courts. The late Judicial Secretary wrote of him thus :—

> " He was appointed Qadhi of Baghdad soon after the occupation and introduced a regime of honesty into the Shar'ah Courts in strong contrast to that formerly existing. He is much respected and trusted and belongs to one of the most esteemed 'alim families in Baghdad."

He was succeeded by Shaikh 'Abdul Malik Shawwaf of the Shar'ah Court of Revision.

Mr. S. S. Abrahams, the President of the Courts at Basrah, retired from the 'Iraq Government to return to his own Colonial service on the 31st March, 1922. Both as Advocate General under the old Judicial Department and as President at Basrah under the new Ministry, Mr. Abrahams showed himself an able and highly trained lawyer, and rendered valuable service to the Government.

The rival attractions of employment by commercial firms, or employment elsewhere, have in the last two months cost the Ministry the loss of three valued officials in Khan Bahadur Mirza Muhammad, President of the Court at Hillah, Mr. M. P. Mehta, Criminal Judge at Basrah, and Mr. H. F. Martins, Superintendent, Civil Court, Basrah. Each of these officials was invaluable in his particular sphere and cannot be satisfactorily replaced. Mr. Davidson was reluctantly compelled to accept, and even to encourage, their resignation, owing to the strong feeling against the employment of non-'Iraqis in the Government service. It is impossible not to sympathise in principle with this feeling on the other hand efficiency has to be sacrificed to what is, in some cases, an unreasonable excess of national sentiment or mere jealousy, and it must be remembered that, under the Turks, the Arabs employed in this department (excluding menials) numbered only 35 out of 104, whereas in December, 1920, they numbered 247 out of 289.

Mr. Davidson endorses wholeheartedly the opinion of his predecessor in his last report that the British Staff in this Ministry (since reduced by a third) is inadequate in number for the duties it has to perform, and that, if the present standard is to be maintained, permanent conditions of service must be granted. The number, position and conditions of service of British Judges in the future is under considera-

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tion in connection with wider questions, and I have every hope that a solution satisfactory to them and beneficial to the 'Iraq judicature will be found. At the moment, however, it is impossible to fill vacancies, and it may be difficult to retain even the present attenuated staff. The fact that the British staff was pronounced inadequate in number more than a year ago, and nevertheless has borne the difficulty and strain of carrying on successfully with diminishing numbers and increasing work, reflects the greatest credit on Mr. B. H. Bell who, as President of the Court of Appeal and Cassation, is head of the judicature, and on the four Presidents of the Courts at Baghdad, Basrah, Mosul and Kirkuk. I have already referred to the valuable services of Mr. Drower as Government Counsellor and temporary Adviser.

No less credit, however, is due to the native judges, and I can again endorse Sir Edgar's tribute : " With hardly a single exception they have performed their duties in a most loyal fashion and with the whole-hearted desire of raising the administration of justice to the highest possible standard. The relations between these and the British staff have invariably been of the most cordial and friendly character."

Mr. N. Davidson, during the six months in which he served as Adviser to the Ministry, fully maintained the happy relations between Arab and British officials which had been instituted by Sir Edgar Bonham Carter. As the report closes, though he has been transferred to my personal staff, he is, with my concurrence, acting temporarily as Deputy Minister of Justice.

3.—Statistics.

I regret that it has not been possible to collect or tabulate satisfactory statistics of the cases dealt with by the civil and criminal courts. This is due to a variety of causes which, it is hoped, will not recur.

In the first place, the period of 18 months is a difficult one to deal with. Secondly, the reorganisation of the courts after the insurrection has rendered it impossible to get statistics covering the earlier part of the period. Thirdly, the transfer of judicial powers from Political Officers to the Courts creates another difficulty in tracing records and classifying cases. Lastly, the records of cases under the old administration were, in most cases, kept in English and therefore cannot be examined and classified by the present staff of the courts.

Appendix 8 gives a statement of the crimes reported to the 'Iraq Police during the period in question.

4.—Legislation.

The following is a list of the legislation enacted between the 1st October, 1920, and the 31st March, 1922. This does not include Customs Notifications and other orders and resolutions of the Government having the force of law. It will be noticed that, up to July, 1921, legislation was promulgated by proclamation ; after the accession of H.M. the King, all legislative acts have been promulgated by Royal

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Iradah and published as laws. An exception to this is the Unregistered Sales Confirmation Proclamation, Sulaimani Division, 1922, which was promulgated by myself, the Sulaimani Division not being subject to the Government of King Faisal.

List of Legislation passed between the 1*st October*, 1920, *and the* 31*st March*, 1922.

Date.	Title.
1.11.20.	The Baghdad Penal Code Amendment (No. 3) Proclamation, 1920.
1.11.20.	The Mosul Division Unregistered Sales Proclamation, 1920.
3.12.20.	The Transference of Powers Proclamation, 1920.
28. 2.21.	The Disposition of Immovable Property Proclamation, 1921.
1. 3.21.	The Unregistered Sales Proclamation, 1921.
4. 4.21.	The Companies (Amendment) Proclamation, 1921.
14. 5.21.	The Courts (Revision) Proclamation, 1921.
6. 7.21.	The National Government (Transference of Powers) Proclamation, 1921.
6. 7.21.	The Baghdad Criminal Procedure Regulations Amendment Proclamation, 1921.
5.10.21.	The Unregistered Sales (Kirkuk Division) Law, 1921.
8.10.21.	The Customs Law (Silkworm Eggs), 1921.
19.10.21.	The Unregistered State (Tapu Hold Land) Confirmation Law, 1921.
3.11.21.	The General Budget Law, 1921–22.
26.11.21.	The Law of Transfer (Budget), 1921–22.
25.1.22.	The Budget Re-Appropriation Law, 1921–22.
(1922)	The Law of Auqaf Budget, 1921–22.
29.1.22.	The Vaccination Law, 1922.
21. 2.22.	Regulations Prohibiting Government Officials from dealing in Land.
22. 2.22.	Unregistered Sales Confirmation Proclamation (Sulaimani Division), 1922.
2. 3.22.	The Legal Holidays Regulations, 1922.

5.—Law School.

The re-establishment of the Law School and the result of its first session has been dealt with by Sir Edgar Bonham Carter in his reports for 1919 and 1920.

In November, 1921, Taufiq Beg al Suwaidi was appointed Director, in addition to his duties as Assistant Government Counsellor, and he has carried out the task with great energy and enthusiasm. On his advice a Special Committee known as the "Committee of the Law School" was formed, consisting of the President of the Court of Appeal; Daud Effendi Samra, of the same Court; Nashat Effendi al Sannawi, Procurator General and former Director of the School; Antoine Effendi Shammas, a leading advocate; and the Director.

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The Director and lecturers have prepared [illegible] providing for a curriculum, examinations and the discipline of the School, which are now under the consideration of the Council of State.

There are now 45 pupils in the first class and 40 pupils in the second class. It is hoped to form a third class of 40 pupils in the coming year, but it is feared that funds will not be forthcoming to provide for this extension.

The Director has reported to me that the income for the past year exceeded Rs. 20,000, while the expenditure was only Rs. 27,000. He estimates that the cost of the extension mentioned above would bring the total expenditure to Rs. 50,000, while the income would exceed Rs. 30,000.

The examinations for the current year have not yet been held.

VII.—EDUCATION.

1.—Administration.

Owing to political events in the summer of 1920, the administrative and inspecting staff of the Department of Education on the formation of the Arab Government was much below strength. Mr. H. E. Bowman, C.B.E., Director of Education, had been withdrawn from the 'Iraq service by the Egyptian Government, his place being taken by Mr. A. L. F. Smith, M.V.O. The contracts of several other officials were cancelled and all vacancies were left unfilled.

In the new Ministry of Education and Public Health, 'Izzat Pasha accepted office as Minister, with Mr. E. L. Norton, I.C.S., as Adviser. On the departure of the latter his post was not filled, but the Director of Education assumed also the duties of Adviser in educational matters to the Minister. On the reorganization of the Council of Ministers which followed the election of H.M. King Faisal, Education was constituted a separate Ministry under Saiyid Muhammad 'Ali Hibat-al-Din Shahristani, who continued in office throughout the period under review. The Director of Education for the time being continued to act also as Adviser. The combination of these functions threw a heavy burden on the official concerned, and was also the cause of considerable confusion, as the separate powers and duties of the Director, as distinct from the Minister, were not yet clearly defined.

The budget of 1920 contemplated the creation of five educational areas, *viz.*, Central (Baghdad), Northern (Mosul), Eastern (Kirkuk), Western (Hillah), and Southern (Basrah), with a British Education Officer in each area. The scheme, however, had not been put completely into operation before the disturbances. British officials were stationed at Baghdad, Mosul and Basrah, an officer was already under orders for Kirkuk and it was hoped to post another to Hillah in the autumn of 1920. Under the new conditions only two Arab Education Officers have as yet been appointed, in Baghdad and Mosul; but Inspectors have been sent to all the areas and the nucleus of an organization has been formed at each Headquarters. The schools in Sulaimani Division have remained directly under the Political Officer who has occasionally invited the advice and assistance of the Adviser.

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2.—Higher Education.

Except for the Law School, which requires from entrants only a low standard of general education, no institution professing to offer higher educational facilities exists in 'Iraq. Previous to the financial year 1921-22 the Law School was carried on the Education Budget though no effective control was exercised by this Ministry. As from 1st April, 1921, the School was transferred completely to the Ministry of Justice.

A scheme has been set on foot by the King for the organization of a University at Mu'adhdham, a few miles north of Baghdad, but a sufficient number of qualified students is not yet available. The erection of buildings will, however, take a considerable time, during which the supply of students will increase.

Meanwhile a few persons have been sent to the American University at Beyrut and to Great Britain at the expense of the Government. No one of these has yet reached a standard of general education, through the medium of English, enabling him to enter a place of higher education without at least six months' preliminary study. The students should, however, be able to matriculate in September, 1922.

3.—Secondary Education.

The results of the work of past years is perhaps best seen in the expansion of Secondary Education. No uniform syllabus has yet been drawn up and locally recruited staff are in most cases much below standard. The schools have therefore chiefly depended on teachers recruited from abroad : six Syrian graduates of the American University of Beyrut and one Egyptian master have been engaged, while four British officials give part of their time to the teaching of English. The language of instruction is Arabic, except at Kirkuk, where Turkish is the medium.

In Baghdad the Secondary School has been housed separately in a fine building since April, 1921, and its numbers have risen to 74. A fully equipped laboratory has been provided. A four year course is aimed at, and the highest class is now in its third year. In Mosul the number of pupils in the Secondary School is 95, and the standard is approximately the same as in Baghdad. In Kirkuk the secular side of the 'Ilmiyah School was taken over as a Secondary School from 1st April, 1921, and in September a boarding section was opened for pupils from outside the town. It has in consequence been possible to suppress the final year in the local primary school and to substitute for it equivalent preparatory class at the 'Ilmiyah. The attendance is now 83, and the school is making progress in spite of the language difficulties in this Turkish and Kurdish speaking area and the lack of properly trained masters. The Basrah Secondary School remains small with only 15 pupils. It is, however, now a separate institution and a few of the students are boarders. A secondary class was opened at Sulaimani in September, 1921, but only three pupils were enrolled. As they have some knowledge of Turkish it is proposed to transfer them to the boarding school at Kirkuk.

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4.—Technical Education.

Want of instructional personnel and the lack of suitable accommodation and plant have been serious drawbacks in the development of technical education. Difficulties have also been experienced in the mistaken view of its objects generally held by the public. Public opinion in 'Iraq is apt to regard a technical school as an orphanage or charitable institution designed to give a trade to boys who would otherwise be destitute. It is proposed to continue the training of artisans to assist in raising the standard of trades in which a degree of skill is required and also to organise sections for the training of higher subordinates for technical departments and engineering firms. The latter should in time become the chief function of these schools. In Baghdad progress has been made in the training of literate artisans; the number of students in regular attendance has been about 70, of whom 20 were apprenticed to railways. A large stock of instructional plant has recently been installed, and with the provision of better accommodation, the school should prove a success. The staff includes a British Principal and Vice-Principal. In Kirkuk the old Turkish Technical School has been reopened under an energetic Syrian Principal; some plant has been provided, and the attendance now numbers 60, of whom 20 are boarders. In Basrah a school has recently been opened under a British Acting Principal and a beginning has been made with 30 pupils.

5.—Supply and Training of Teachers.

The supply of properly trained masters for primary and elementary schools has not kept pace with the demand. In all cases candidates with experience or training under the Turkish regime who have applied for employment have been tested by examination, and if found at all suitable and recommended on the ground of character, have been offered appointments. The chief handicaps under which these masters suffer are their weakness in Arabic and the low standard of the former training centres, particularly at Mosul and Basrah. Attempts have been made to raise the standard of these teachers by holding holiday classes in the summer months. At Baghdad and Mosul attendance has always been voluntary; at Kirkuk, in 1921, masters from the Turkish-speaking areas were detailed to attend. Most of the larger schools have been supplied with one or more masters, trained since the Occupation, who have been able to undertake the teaching of Arabic.

The Iraq Training College was opened soon after the fall of Baghdad; the number of students has been determined rather by the accommodation and money available than by the needs of the schools, and the output is still insufficient. However, in spite of the shortage of teachers it was considered possible in September, 1921, to lengthen the course from two to three years. The attendance now numbers 92. In 1920, 30 graduates passed out into schools and in 1921, 32. The present standard of the College is somewhat higher than the Elementary Training Colleges in Egypt, and, in addition, English forms part of the curriculum. An Egyptian Moslem as Principal, three Syrian graduates, an Egyptian English master, and a part-time British Instructor in English form the nucleus of the staff.

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6.—Primary and Elementary Schools.

The schools in the Central and Western Areas suffered most from the disturbances of 1920. Many school buildings were looted and school books and equipment destroyed. The majority of the school staffs of the disaffected areas were in Baghdad for the summer vacation; allowances were paid to those who were left temporarily without employment, and they were again sent out as conditions became more settled. On the whole their behaviour was admirable. The older type of schoolmaster who had been appointed to the district schools held aloof from the insurgents and their influence in Baghdad among the younger men was considerable. All schools were reopened as soon as circumstances permitted, and in 1921 it was found possible to open a number of new schools. Public interest in education continued to grow, and soon after the beginning of the new school year, in September, 1921, practically every school was filled to capacity.

The number of schools in the period dealt with has increased from 90 to 120 and the school attendance from 6,182 to 11,474.

7.—Female Education.

The town and village Christian Girls' Schools in Mosul, Arbil and Kirkuk Liwas became Government Elementary Schools as from 1st April, 1921. They had formerly received financial assistance from the Department. The Moslem Girls' School in Baghdad, which was opened in 1919, has continued to flourish, as well as elementary Moslem Girls' schools in Mosul, Karbala and Diwaniyah. Additional Elementary Schools have recently been opened in Baghdad and Kirkuk. The total of schools is now 21, and the attendance about 2,500. A small training centre for mistresses is being organised in Baghdad.

8.—Aided Schools.

Except in the Northern and Eastern Areas, the Ministry of Education has not directly controlled the schools of non-Mohammedan communities. In the Northern and Eastern Areas the Government, in 1920, took over direct control of the Christian Schools to save them from extinction. The Carmelite Mission and the Alliance Israelite Universelle have given assistance to the Christian and Jewish communities, respectively, in Baghdad by organising schools, while the American Mission under the expert guidance of the Rev. J. Van Ess, has conducted a most successful mixed school of Christians and Mohammedans at Basrah. These institutions give instruction up to about second year secondary standard in Government Schools. Other schools, not so successful, have been conducted by local committees. A number of Mohammedan Boys' Schools of moderate standard are also in existence, particularly in Baghdad.

The Dominican Sisters have an excellent Girls' School in Baghdad with over 1,000 pupils, the daughters of local Christians; a few Mohammedan girls also attend. The Alliance Girls' School is also a large one; it is in charge of the wife of the Director of the Boys' Schools.

The better schools which were considered moderately efficient and capable of improvement were in the past given grants-in-aid by the

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Department in accordance with their size, efficiency, and financial position. The number of State-aided Schools (Girls' and Boys') in 1921 was 28, and the registered attendance 9,319.

9.—Boy Scouts.

This organization in 1919 was confined to Baghdad City, but the movement has since made great progress in Mosul, Kirkuk, Kut, 'Amarah, Basrah, on the Euphrates, and elsewhere. It is, however, doubtful whether this rapid expansion has not meant a weakening in principles. No trained British Scoutmasters are now available, but the chief native scoutmaster left for England early in 1922, where he will attend various courses of instruction in scout work, games and physical training. The number of Boy Scouts in 'Iraq is now about 2,500.

10.—Conclusion.

On the whole, the outlook is bright. There is no doubt that there is a general and genuine demand for education, and the gradual handing over of the control of the administration to Arabs has not been marked by any violent changes or reactions. It seems probable that the future rôle of the British Education officials will be advisory and inspectoral, and the many religious, racial and lingual differences may make their help both acceptable and necessary for a long time to come. The weaknesses of the Turkish system, as put into practice in 'Iraq, have not yet been fully appreciated, but as war conditions finally pass away and the country begins to develop, it is hoped that a sound indigenous educational system may be firmly established which will be broad enough to include every race and every community in 'Iraq.

VIII.—HEALTH SERVICE.

1.—General.

A list of the institutions under this Service is appended.

The following Institutions were opened (or reopened) during the year :—

Civil Hospital, Diwaniyah.
Civil Hospital, Samawah.
Civil Dispensary, Baghdad West.
Civil Dispensary, Hindiyah Barrage.
Civil Dispensary, Fallujah.

The following were closed during the year :—

Civil Dispensary, Abul Khasib.
Port Dispensary, Tannumah.
Civil Dispensary, Shaikh Sa'ad.
Civil Dispensary, Hindiyah Barrage.
Civil Dispensary, Karradah.
Civil Dispensary, Amadiyah.
Civil Dispensary, Hit.
Civil Dispensary, Fallujah.

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2.—Staff.

British Officers.

Nine resigned ; one, Dr. A. C. Oldham (Ahwaz), died, and five were recruited during the year.

British Nursing Sisters.

Two resigned ; one, Miss E. Kidd (Basrah), died, and twelve were recruited during the year.

Local Doctors.

Five resigned and eight joined the service during the year. Many of these are part-time officials. Difficulty has always been experienced in getting local doctors to take whole-time appointments. This is due mainly to a shortage of qualified private practitioners in the large towns, and partly to the disinclination of the 'Iraqi doctor (usually city bred) to leave his home and serve in an out-station.

3.—Statistical.

The institutions of the Health Service provide a total of 1,539 beds for In-patients, in addition to which the Railway hospitals provide 99.

During the year 18,926 In-patients were admitted, of whom 15,582 were discharged and 1,223 died.

607,484 Out-patients (old and new cases) were treated during the year.

4.—Infectious Diseases.

The following were notified during the year :—

Cerebro Spinal Meningitis	26
Plague	137
Small-pox	475
Typhus	61
Chicken-pox	90
Measles	605
Mumps	92
Tuberculosis (all kinds)	178
Typhoid	87

The above figures represent only a fraction of the cases, and are in the main confined to the large municipalities. It is extremely difficult to obtain satisfactory notification in face of the conservatism of the native, his dislike of the disinfection of his home, and other troubles entailed by the discovery of infectious disease therein. Tuberculosis is notified much more freely than other disease.

Measles assumed epidemic proportions during the first half of the year. The epidemic reached its zenith in the beginning of May, and thereafter gradually subsided.

A small outbreak of Plague occurred in May, June and July.

Small-pox became epidemic in the second half of the year. The majority of the cases were notified in Baghdad and Basrah, but the disease was much more widely spread throughout the country than indicated by the figures. The epidemic reached its summit in the first half of December, after which the figures dropped suddenly.

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Cholera has been notable by its absence and there have been very few cases of typhus and relapsing fever.

5.—Special Institutions.

X-Ray Institute.—The X-Ray Institute, Baghdad, is the central radiographic institution of the country, and is also the depot for supplies and repairs to all Civil and Military X-Ray installations. It is fully equipped with the latest radiographic and electrotherapeutic apparatus.

During the year a branch Institute has been established at the Civil Hospital, Basrah. Arrangements have also been made to open another branch at Mosul at an early date.

Vaccine Lymph Institute 'Amarah.—The work of this Institute proceeded uneventfully during the year, 14,513 grammes of lymph (sufficient for 2,902,600 insertions) were manufactured, and 7,235 grammes issued during the year, as compared with 6,489 and 5,562 grammes respectively in 1920. With this increased production it has become possible to keep in stock lymph of recent manufacture only. Lymph is now discarded as soon as it is twelve months old.

Chemical Examiner's Department.—The work of this Laboratory has continued at the same high standard as in 1920. The equipment is now complete, and up to date. 376 samples were received for analysis as compared with 313 during the previous year. The proportion of Military work has decreased to about a tenth of the total.

The laboratory is proving to be of considerable value to other departments, notably Railways and Excise. The Public Works Department is also beginning to refer to the Chemical Examiner for help and advice in such matters as concretes, cements, etc.

Rabies Institute, Baghdad.—Although this is at present a Military Institution it cannot be passed without notice. Resulting from negotiations between the Director of Health Services and Government of India and the Assistant Director of Pathology, General Headquarters, 'Iraq, the institution commenced work in July. 159 cases have been sent to the Institute for treatment during the six months. Of these 137 underwent the full course. Of the remainder one refused treatment, and in the case of the remainder treatment was not considered necessary. Its presence in 'Iraq has resulted in an average monthly saving in passages alone of about Rs. 3,500 in so far as civilians are concerned, in view of the fact that previously all cases had to be sent to Kasauli, India.

The Rabies Institute will be taken over by the 'Iraq Health Service on 1st April, 1922.

Civil Medical Stores.—Medical stores and equipment are supplied to all Civil Health Institutions in 'Iraq and Sulaimani as well as to other Government Departments which require chemicals and disinfectants, *e.g.*, Levies, Veterinary, etc.

Goods are shipped in bulk from Europe and India and checked, priced, repacked and distributed to the various Institutions from the

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Civil Medical Stores, which are housed in three large buildings specially fitted up for the purpose.

During the year considerable improvements have been carried out. Two of the buildings have been re-roofed and shelving has been provided in the third. A new cold storage room for lymph vaccines and sera has been added.

The stock of medical and surgical equipment and of drugs and dressings is fairly complete, and indents from all parts of the country are expeditiously complied with.

6.—'Iraq State Railway Medical Service.

For medical arrangements the Railway system is divided into two sections, one extending from Makinah to Diwaniyah under the Railway Medical Officer whose headquarters are at Makinah and the other from Diwaniyah upwards under the Railway Medical Officer, Baghdad, the whole being under the control of a Chief Railway Medical Officer at Baghdad.

Railway dispensaries or hospitals have been established at Makinah, Shu'aibah, Diwaniyah, Samarra, Baghdad West, Salachiyah, Hinaidi, Kut, Qaraghan and Khanaqin Road.

During the early part of this period the treatment of Railway employees has been partly dependent on Military Hospitals. The dependence on the Military has been gradually eliminated with the development of the Railway Medical Department, and, towards the latter part of the year, with the co-operation of the Civil Hospitals, attendances at or admissions to Military Hospitals have ceased. All sick now among Railway employees who cannot be treated at Railway Dispensaries are received into Civil Hospitals and practically the only patients dealt with by Military Hospitals are those requiring evacuation to India on medical grounds by Ambulance Transport. Owing to the large reduction in the imported Railway personnel the number of patients has considerably diminished, so that the pressure on Civil Hospitals has been much lessened, and this is noticeably so now with the establishment of a new Railway Hospital at Baghdad West.

7.—'Iraq Levy Medical Service.

Previous to August, 1912, the 'Iraq Levies depended on the Civil Health Service for medical treatment but on the reorganisation of the Force a new Levy Medical Service was instituted under the control of Director of Health Services with S. M. O. (who is also Asst. Director of Health Services), two R.A.M.C. Inspecting Officers, two Assistant Surgeons, eight Sub-Assistant Surgeons and two Dressers on loan from Military. In addition to this trained personnel, subordinate medical orderlies were supplied by Levies. Instruction in medical and sanitary duties has been carried out. Now all the posts are provided with facilities for treatment to a finish and for supervision by a British Medical Officer. Stations in Mosul, Arbil, Kirkuk and Sulaimani took over the medical equipment left by the Military while small detention hospitals were instituted at Khanaqin, Baghdad, Diwaniyah, Samawah and

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Nasiriyah. The Civil Medical Stores supply medical equipment and the Civil Health Service place their hospitals at the disposal of Levies for the treatment of severe cases. The Civil Surgeon, Kirkuk, and Civil Surgeon, Sulaimani, officiate as Levies Medical Officers in addition to their other duties.

8.—Civil Health Transport.

At the beginning of the year the Health Service Transport consisted of 2 launches, 5 touring cars, 12 ambulances and 10 vanettes. Some of these were not in good order, having been running continually for two or three years. Running repairs were high and the services of good drivers were difficult to obtain. Early in the year a reduction of four touring cars was effected while the number of vanettes on actual duty was reduced to 5, the rest being dismantled.

Since then every effort has been made to utilise slow transport where possible; but it would seem that present establishment is necessary for moderate efficiency.

9.—List of Civil Health Service Institutions, 1921.

Baghdad—

New General Hospital.
Sarai Wing Hospital.
Civil Staff Dispensary.
Civil Hospital for Women and Children.
Baghdad West Dispensary.
Civil Gaol Hospital.
Civil Isolation Hospital.
Disinfecting Station.
Venereal Hospital for Women.
Kadhimain Civil Hospital.
X-Ray Institute.
Central Laboratory.
Civil Medical Stores.
Municipal Health Department.
Ophthalmic Centres.
Disinfectant Store.

Basrah—

Civil Hospital.
Civil Nursing Home.
Civil Isolation Hospital.
Female Venereal Hospital.
'Ashar Civil Dispensary.
Jail Civil Dispensary.
Basrah City Dispensary.
Jubailah Civil Dispensary (South Ma'qil).
North Ma'qil Civil Dispensary.
Municipal Health Department.
Port Health Department.
Civil Hospital, Qurnah.
Fao Civil Dispensary.

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MOSUL—

Civil Hospital.
Civil Isolation Hospital.
Municipal Dispensary.
Jail Dispensary.
Female Venereal Hospital.
Municipal Health Department.
Zakho Civil Dispensary.
'Aqrah Civil Dispensary.
Tall 'Afar Civil Dispensary.
Dohuk Civil Dispensary.

OUT-STATIONS—

Arbil Civil Hospital.
Keui Sanjaq Dispensary.
Samarra Civil Hospital
Tikrit Civil Dispensary.
Balad Civil Dispensary.
Kirkuk Civil Hospital.
Female Hospital.
Kifri Civil Dispensary.
Altun Keupri Dispensary.
Khanaqin Civil Hospital.
Mandali Civil Hospital.
Tiaruq Civil Dispensary.
Ba'quba Civil Dispensary.
Kut Civil Hospital.
Ramadi Civil Hospital.
Hillah Civil Hospital.
Musaiyib Civil Dispensary.
Hindiyah Barrage Dispensary.
Najaf Civil Hospital.
Diwaniyah Civil Hospital.
Samawah Civil Hospital.
Nasiriyah Civil Hospital.
'Amarah Civil Hospital.
Vaccine Lymph Institute.
'Ali Gharbi Civil Dispensary.
Qal'at Salih Civil Dispensary.
Sulaimani Civil Hospital.
'Iraq State Railways Medical Service.
'Iraq Levies Medical Services.

IX.—COMMUNICATIONS AND WORKS.

Scope of Ministry.

This Ministry consisting of the Departments of Public Works, Irrigation, Posts and Telegraphs, Surveys and Railways came into being on the 1st January, 1921, and is the civil successor to the combined office of Chief Engineer and Secretary to Government, Public Works. Railways remained under this Ministry till the end of June, 1921,

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when they became an independent branch known as the 'Iraq State Railways and are dealt with in a separate section. This represents the only alteration to the general organisation of the Ministry but such slight alterations to the inter-departmental organisations as deemed necessary for their efficient working have been made.

The necessity for increasing the number of 'Iraqis was early recognised and every endeavour has been made to train and employ suitable men. 'Iraqis with technical knowledge, however, are very scarce and the introduction of a school or some form of preliminary technical training is essential.

An Irrigation School has already been opened and will be enlarged during 1922-23.

A brief description of the works carried out by the various departments against the following Budget allotments is given under each Departmental Head :—

	Rs.
Public Works (Budget Allotment)	66,80,000
Irrigation (Budget Allotment)	40,00,000
Posts and Telegraphs (Budget Allotment) ...	65,86,537
Surveys (Budget Allotment)	2,58,675

Public Works Department.

This Department, which is the civil successor to the combined Directorate of Military and Public Works, was organised and started on 1st January, 1921. It consisted of five Engineering Divisions and Engineering Stores and two Municipal Engineering Divisions. To this organisation was added the P.W.D. Transport Branch on April 1st, 1921, and the E. & M. Expert's Branch on May 25th, 1921. The Transport Branch is the successor, on a very much reduced scale, to the old Civil Transport Department, and is run on self-supporting lines. It has taken over responsibility for all vehicles and stores of the old Department and is disposing of these to the best advantage of the Government. The E. & M. Branch is made essential by the reduction of the Military E. & M. Section and the necessity of the civil Government to administer or arrange the administration of all public utilities such as electricity supply, water supply, etc.

The complete Budget allotment for the P.W.D. during 1921-22 amounted to Rs. 66,80,000, and besides this a considerable amount of work for excluded funds was carried out.

The main new works either completed or undertaken during the year were :—

The Government Press, Baghdad.
The Chief Engineer's Offices, Baghdad.
Extension to the Civil Hospital, Baghdad.
'Awainah School, Baghdad.
Rustam Institute, Baghdad.
Houses in 'Alwiyah, Baghdad.
Water Supply, Mosul.
Water Supply, Arbil.
Electric Lighting, Kirkuk.
Electric Lighting and Water Supply, Nasiriyah.

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New School, 'Amarah.
New School, Badrah.
New School, Ramadi.
Post Office, Ramadi.
Government Residence, Ramadi.
Rebuilding Sarai, Shahraban.
Rebuilding Sarai, Ba'quba.
Telephone Exchanges, Basrah.
New Hospital, Basrah.
Match Stores, Baghdad, etc., etc.

A large amount of work has been carried out in the repair and maintenance of buildings and roads and bridges. Bridges in particular are at present in a very bad state of repair and much work must be carried out on them in the future.

Plans have also been prepared and the preliminary arrangements made for the erection of a University College in Baghdad. His Majesty King Faisal has shown great interest in this scheme and was responsible for its inspiration.

A water supply scheme has also been prepared for the city of Basrah and it is hoped that this work will be put in hand during next year.

Irrigation Department.

The Irrigation Department on 31st December, 1920, consisted of eight Divisions or Districts for maintenance and construction, water control and river conservancy, and one Special Project District for the investigation and surveys of new canals.

Owing to financial reasons it was decided to curtail the responsibilities and scope of the Department, and accordingly it was reorganised on the 31st March, 1921, and reduced to three executive districts known as :—

(1) Baghdad District (comprising of the old districts of Baghdad, Diyala and Kut.)
(2) 'Amarah District.
(3) Euphrates Division (covering the whole Euphrates, formerly the Falujah, Hindiyah, Hillah and Nasiriyah Districts.)

At the same time the Special Project District, renamed the Survey District, was doubled in size for the more rapid completion of the surveys for new projects.

With the curtailment of the responsibilities of the Irrigation Department it ceased to exercise any control over the water distribution of canals, the maintenance of canals and the maintenance and construction of bunds on the Euphrates. As far as the above works were concerned, the Department became purely advisory. The only works for which the Department retained responsibility were the construction and maintenance of all masonry heads, the construction and maintenance of river conservancy works and the complete control of the Hindiyah Barrage.

In June, 1921, urgent requests were made by the cultivators in the outside districts for the renewal of irrigation control, but due to the reduced establishment under the new organisation these requests could not be entertained.

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In July, 1921, the Saqlawiyah Construction and the Yusufiyah Sub-Divisions were formed to carry out the unforeseen works in connection with the construction of the Saqlawiyah Canal and the remodelling of the Yusufiyah Canal.

The Basrah Independent Sub-Division was formed in August, 1921, as a purely advisory Sub-Division.

The Budget allotment for 1921–22 was Rs. 36,00,000, plus Rs. 4,00,000. The latter amount for the Saqlawiyah Canal. Due to the lack of trained subordinate staff and the non-arrival of machinery for the Hindiyah Barrage all works contemplated could not be carried out with the result of an ultimate saving of approximately Rs. 6,00,000.

The principal works carried out by the Department during the year were :—

(1) Extension and remodelling of the old Saqlawiyah Canal to irrigate a further 88,000 acres.

(2) Remodelling of the Yusufiyah Canal to increase its command from 60,000 to 125,000 acres.

(3) Construction of a new Masonry Head and Head Reach to the Nahr al Shah Canal.

(4) Construction of 7,000 square metres of Decauville Revetment for the protection of the Tigris River Bund at Karradah.

(5) Very extensive repairs to the down-stream weir and floor of the Hindiyah Barrage necessitated chiefly by the mishandling of the Barrage during the insurgent occupation. The estimated cost to complete the work and instal new Stoney patent gates is Rs. 27,00,000, which will be spread over a period of three years dating from March, 1921. The estimated expenditure for 1920-21 was Rs. 11,00,000. However, due to the non-delivery of the new gates and certain machinery ordered from England it was impossible to complete the work intended and the total value of work done amounted to about Rs. 3,50,000.

(6) The part construction of the Butairah Regulator. This is a timber regulator 600 feet long and is necessary for the control of the Tigris. It is a River Conservancy work. It was impossible to complete it as the timber could not be procured in time and the exceptionally early arrival of the floods put a stop to the work.

(7) A Hydrographical Survey of the Tigris from 'Amarah to Qurnah for the object of studying the regime of the river. This survey is 86 miles long.

(8) The survey of approximately 3,000 square kilometres of land for new projects.

(9) The maintenance of many masonry canal heads.

(10) In addition a large number of scattered small irrigation schemes were examined and the Liwa authorities addressed as to the action which should be taken.

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Works by the Irrigation Department.

Name of Work.	Funds for which the expense is Defrayed.	Situation.	Completed Works Cost.	Continuation Works.		Remarks.
				Expenditure during 1921–22.	Total estimated cost.	
			£	£	£	
Hindiyah Barrage	Government	Hindiyah	—	23,333	180,000	
Saqlawiyah Canal	,,	Saqlawiyah construction Sub-Division.	—	6,666	26,666*	* These figures are approximate only; the actual expenditure depends on the acreage to be brought under irrigation.
Yusufiyah Canal	,,	Baghdad District	—	8,333	28,333*	
Karradah-Decauville revetment ...	,,	Karradah	10,000	—	—	
Butairah Regulator	,,	'Amarah District	—	12,000	20,000	Approximately.
Maintenance of masonry heads ...	,,	—	3,366	—	—	

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Posts and Telegraph Department.

This Department embraces the former separate branches of Posts and Telegraphs under Military control. The policy pursued by the Department for the year under review was one of reconstruction and the main objects in view were to increase the number of 'Iraqis employed, to provide efficient Telegraph and Postal communications for the British Military Forces in 'Iraq and to bring the Telegraph and Postal Services into line with other countries.

The 'Iraqis now employed represent 80 per cent. of the Department's establishment.

In connection with telegraphic services a considerable amount of reconstructional work has been carried out, chiefly necessitated by the damage done during the disturbances of 1920.

During the year the Postal Department was called upon to place its external business in conformity with the regulations of the Postal Union and its system in all branches was revised. The internal services were also considerably modified to come into line with the normal system of conducting postal business, as opposed to the system in operation during the period the Military Postal Services existed.

During the year Money Order and Parcel agreements were entered into with the United Kingdom for direct exchange of Money Orders and Parcels with the United Kingdom and through her intermediary for places in Europe and America. Money Order and Parcel agreements were also entered into with India for direct exchange with her and through her intermediary for places in Africa, Australia and Asia.

The postal fees and rates both inland and foreign were revised and the foreign Telegraphic Money Order and V.P. systems were discontinued from 1st August 1921.

The introduction of a fortnightly aerial mail service between Baghdad and Cairo was effected on 15th August, 1921. The general appreciation for this service is shown by a comparison of despatches. The first despatch consisted of 32 letters whereas the average despatch to-day amounts to approximately 3,800 letters.

To give actual figures for expenditure and receipts is impossible within so short a space of time and the details as given in the attached are based on 9 months actual.

	Rs.
Total Revenue	75,60,433
Total Expenditure	65,86,537
Nett Revenue	9,73,896

New works begun during the year are :—

1. The Wireless Telegraphic Station, Basrah.

Work on this station commenced in November, 1921, and the completion is expected in June, 1922. This installation with a wave length of 2,000 metres and a range of 1,000 miles will put 'Iraq in direct communication with India, Cairo and Constantinople.

2. The Automatic Telephone System, Basrah.

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Work on this most up-to-date installation commenced in September, 1921, and its completion is expected in July, 1922. In connection with this installation three exchange buildings have been built at various points in the Basrah District, and the installation of exchange instruments and phones is progressing favourably.

Damage done during the disturbances in 1920 necessitated a considerable amount of repairs to telegraph lines and the work done in many cases, classified as "Reconstructional Work," almost amounted to the rebuilding of lines.

(1) Hillah to Diwaniyah: line covering a distance of 70 miles reconstructed on existing poles at a cost of £554.

(2) Kifl to Kufah, a distance of 13 miles were linked up with a complete new line at a cost of £831. This line was laid in place of the original which was completely demolished.

(3) In the Arbil-Ba'quba District reconstructional work was carried out to a cost of £770.

(4) At a cost of £2,020, telegraph lines from Ur Junction to Diwaniyah and from Samawah to Diwaniyah were reconstructed and maintained. These lines cover 117 miles and 55 miles respectively.

In connection with the Telephone system of Baghdad, new lines totalling 27 miles have been laid at a total cost of £1,094.

The cost of maintenance of Telegraph and Telephone systems are as under:—

	£
Baghdad—	
Telegraph	4,311
Telephone	1,700
Basrah—	
Telephone	1,100
Telegraph—Included in £2,020 for reconstructional work and maintenance (para. 4 above).	

Telephone subscribers in Baghdad are as under:—

Government	222
R.A.F.	40
Military	135
Private	65

Survey Department.

This Department which is the civil successor to the Military Survey Department was organised on a very much smaller scale in January, 1921. As this Department is merely a reproducing Department little can be said with regard to its history other than a brief description of the work executed.

The Budget allotment for 1921-22 was Rs. 2,58,675 including Rs. 46,675 allotted from Imperial Funds.

A survey of the oil areas at Naft Khanah and Chia Surkh was commenced in December, 1921, the expenditure of which was borne by the Anglo-Persian Oil Company, Limited.

During the year large scale surveys have been made of the Baghdad Cemetery, Dairy Farms and Residency, besides surveys for Military in the vicinity of Kut, Rumaithah, Quraitu and Mosul.

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The completion and fair drawing of 31 standard maps of 'Iraq and the preparation of 35 large scale and miscellaneous maps and diagrams have been completed.

The following have been executed by the Photo-Zincographic and Printing Section:—

290 negatives prepared by wet plate process.
500 Aclo-Zincographic plates prepared.
76,000 copies of maps printed in five colours.
10,000 copies of maps printed in two colours.
252 maps dealt with in combined Photo-Zincographic and Vandyke processes.

Requisitions in small quantities for 69,567 maps have been dealt with during the year.

The reproduction of ½-in. T.C. maps in Arabic commenced in January, 1922. Up to the end of March, 1922, no copies were available for issue. Proofs only had been submitted.

'IRAQ RAILWAYS.

Local Conditions.

The beginning of the financial year synchronised with the re-opening of the through route between Basrah and Baghdad. The reconstruction of the line destroyed by the insurgents in 1920 was sufficiently advanced to permit trains to resume running.

During the early months of the year the Army in 'Iraq was being reduced, and the Railway was called upon to carry great numbers of troops and great quantities of materials to the Base.

This work was successfully carried out, but to do so a large staff and equipment had to be maintained and when the evacuation was completed there was much re-arrangement and reduction of staff to be done in order to provide for normal conditions and civil traffic.

Capital Works.

The programme of capital works for the year was based on the cash grant recommended by Cairo Conference, and work was planned and staff arranged to spend this amount; the capital grant was subsequently reduced by His Majesty's Government and a large imported staff had to be dispensed with. Unfortunately the evacuation of the army at that time required all the steamer accommodation available and the surplus staff could not be repatriated for some time, and the cost of their pay and rationing automatically became a charge against the Revenue Budget.

Owing to the reduction of the capital grant many urgent works necessary to bring Railways to a more complete state have had to be postponed.

The capital grant which was sanctioned has been spent on the most urgent works—viz., the replacement of some of the unsafe timber bridges by permanent ones, the erection of staff quarters, and a beginning was made on new Central Workshops to replace the scattered and uneconomical workshops of the formerly separate divisions of the Railway.

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A great deal of capital work is still necessary in order to bring these Railways up to a moderate standard of equipment, and to provide access to Karbala and Najaf, without which the Railways are not in a position to take full advantage of the commercial potentialities.

It is estimated on the basis of 15 rupees to the pound that about 4¼ millions sterling will be required, spread over a period of, say, six years.

Statistics.

A schedule of statistics for the period 1st April, 1921, to 1st February, 1922, the latest period for which details are available, is attached hereto. The figures for the whole financial year will not be available until the end of April.

Cost of Oil Fuel.

The year's working has resulted in a considerable deficit. This was due almost entirely to abnormal conditions, and to the very high cost of fuel oil.

During the first three months of the year the price charged for fuel oil at Makinah was Rs. 113 per ton, for the following eight months it was Rs. 75-8-0, and for the last month of the year it was Rs. 65 per ton.

During the same periods the same fuel oil was being supplied to the G.I.P. Railway C.I.F. Bombay at Rs. 34 per ton. The price charged for fuel oil has fluctuated from Rs. 23-2-0 per ton in 1919, to Rs. 113 in 1921.

Closure of Hinaidi-Kut Line.

During the first half of the year the Hinaidi-Kut line was in operation and this line and the river provided an alternative route for traffic to Baghdad. The line was built purely as an army measure, and is not a part of the commercial system of Railways. This line has been partially dismantled and has not been in operation since 1st November, 1921.

Extensions Required.

Insistent demands to extend the railway to serve areas offering large traffics have been made, but lack of funds have prevented these demands being met. All the branches considered would improve the transport of the country, and would greatly add to the value of the Railway system as a whole.

The extensions most urgently required from the Public and administrative points of view are :—

(i) A branch from main line via Musaiyib to Karbala. This would serve a large grain-producing area, and carry an enormous pilgrim traffic.

(ii) A branch from main line to Khaniqin Town. This branch of seven miles would replace thirty miles of temporary line to the Persian frontier at Tiaruq, which is an abnormally expensive line to work and maintain, owing to the steep grades, weak bridges and worn out permanent way.

(iii) A branch line from Baghdad to Dibban. This line would serve a very large agricultural district, and tap the river

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traffic on the Euphrates, and would meet the very great demand for transport from Hit to Baghdad of the materials for the construction of roads and building, *i.e.*, bitumen, lime, stone, good brick and sand.

There are short sidings which are essential parts of these Railways, but for the construction of which there are no funds at present. The most important of these are: sidings to 'Ashar and Basrah City, and a siding to Nasiriyah Town.

Staff.

At the beginning of the year (1st April, 1921) the staff on the Railway was—

Imported Staff (including Officers).

European and Anglo-Indian	1,095
Indian	17,539
Local Labour	5,071

Great reductions were made in staff as soon as the evacuation of the army was complete, and the demands for transport of army personnel and material had been met.

The expensive imported labour necessary to meet requirements of Railways during reconstruction and when other labour was not available was eliminated as soon as possible and replaced by local labour as it became available.

The staff on Railways at the end of the year will be :—

Imported Staff (including Officers).

European and Anglo-Indian	560
Indian	5,425
Local	6,000

Uncertainty as to the future control of Railways and as to continuity of service for the staff has been and is exercising the minds of the officers and senior subordinates, and has made it impossible for the Administration to make arrangements to secure the best class of staff, whose interests would be safeguarded, and whose whole energies would be devoted to the betterment of Railway working.

Prospects for 1922–23.

The outlook for the coming year is much brighter for railways than during the one just ended. The Railways have been brought on to a more commercial basis than was formerly possible, and although very considerable capital expenditure is necessary to make the system an even moderately well equipped line, it is hoped that the financial working of 1922–23 will result in meeting the expenditure, and if any of the branch lines mentioned are built a small surplus over expenditure may be expected.

The winter rains have been most favourable, and great extensions of cultivation have been made, and it is confidently expected that there will be a surplus of grain for export.

Arrangements have been made to cater for a large pilgrim traffic. Some new and up-to-date coaching stock is due to arrive in the early months of the year which, when put into service, will add greatly to the comfort of the travelling public.

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Terminal Stations of each Line.	Length of Line open to Traffic.	Gauge.	Passenger Receipts.	Goods Receipts.	Total Receipts.	Expenditure.
	Miles.		Rs.	Rs.	Rs.	Rs.
Basrah-Baghdad ...	356.10	Metre	3,487,583	3,441,204	73,28,787	
Baghdad-Tiaruq ...	163.52	„	1,583,777	2,130,903	37,14,680	
Baghdad-Kut ...	109.75	„	Army Contribution	—	19,21,869	
Baghdad-Sharqat ...	185.50	4′ 8½″	—	—	44,02,000	
Port Receipts ...	—	—	—	—	4,21,052	
Telegraph Receipts	—	—	—	—	50,981	
Postal Receipts ...	—	—	—	—	2,30,908	
Sundry Receipts ...	—	—	—	—	90,863	
Total ...	—	—	—	—	1,81,61,140	
Deficit ...	—	—	—	—	41,72,906	
Total ...	—	—	—	—	2,23,34,046	2,23,34,046

Train miles per month ...	... 69,509	Total ...	6,95,090
Engine miles per month	... 1,18,351	Total ...	11,83,510

XI.—THE ADMINISTRATION OF AUQAF.

General Review.

The Administration of Auqaf in the financial year 1921–22 has proceeded generally on the lines laid down in the period 1918–20, when Auqaf were administered entirely by the British Officer-in-charge: the conversion at the end of 1920 of the Administration into a Ministry with a Minister responsible to the Council of Ministers has led to some restraint of the former freedom of action of the administration, and to a considerable increase in the clerical work and in the cost of administration; but the ready co-operation of the Minister, His Excellency Muhammad ' Ali Fadhil Effendi, has made it possible for us to adhere closely to the policy of previous years, particularly in the development of the revenue-producing properties.

As the period on which the report is written is that of transition from the British Administration to that of the newly-created 'Iraq Government, the whole period of British Administration may be reviewed. In June, 1918, when first a whole-time British Officer became available for Auqaf, the condition of the Auqaf properties was such that any ruinous building or barren land was unhesitatingly labelled "Waqf." To-day every new building, whether completed or in course of erection, is assumed to be "Waqf."

The financial progress of Auqaf during the period is shown in the following table :—

Year.	Revenues. Rs.	Expenditure. Rs.
1917–18	3,04,089	2,88,901
1918–19	4,55,726	3,99,735
1919–20	13,70,439	10,58,320
1920–21	16,70,886	13,12,191
1921–22	29,16,601	29,03,596
(Estimates.)		

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The serious check sustained in the year of the disturbances, 1920–21, will be noticed. During that time building came to a standstill, the collection of revenues was exceedingly difficult, and the leasing of agricultural properties impossible.

It will be seen from the table also that, in the years 1917–18 and 1918–19, the revenues barely sufficed for the expenditure, despite the fact that very little indeed was expended on property development and mosque repairs: the problem in 1918 was therefore to increase revenues and keep down expenses: expenditure was scrutinized and cut down ruthlessly, and a large amount of bare-faced fraud and peculation discovered. But as a great number of the mosque employees in Baghdad were implicated, and it was recognized that standards of administrative honesty were not high under the former regime, it was decided that action should not be taken against the persons involved, but that Auqaf should content itself with stopping further peculations.

As regards revenues, the leasing of the properties was supervised, the returns jumped up, a little working capital became available, and the development of the properties began. The expenditure on this head during the period was:—

Year.	Rs.
1917–18	Details not available.
1918–19	60,425
1919–20	1,83,311
1920–21	2,70,102
1921–22 (Estimates)	11,28,500
Total	16,42,338

A careful consideration of all building projects on the basis of the probable returns on the capital expended led to very profitable results, the cost in many cases having been covered by the first year's returns.

It is evident that Baghdad, as a field for investment on building schemes, is of exceptional promise. With a view to fostering a corporate spirit amongst the wealthier of the townsmen, the results achieved by the Auqaf have been shown to them, and they have been urged to form a company for the prosecution of building schemes, but as yet they have taken no action.

Unfortunately the former regime also left a legacy of ruined and dilapidated religious establishments, the repair and reconstruction of which had to go on together with the development of the properties: this expenditure is entirely unproductive, but inevitable. The following table shows the expenditure during the years under review:—

Year.	Rs.
1917–18	Details not available.
1918–19	18,062
1919–20	2,39,529
1920–21	1,69,732
1921–22 (Estimates)	4,91,000
Total	9,18,323

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Personnel.

The results attained at Baghdad and elsewhere are due to the carefully selected staff which has been collected and the efficiency and co-operative spirit which have been displayed. The composition and numbers of the staff during the period were :—

Year.	British.	'Iraqis.	Total.
1917–18	—	Details not available	
1918–19	1	103	104
	(9 months)		
1919–20	2	115	117
1920–21	2	121	123
1921–22	1	145	146

The numbers include personnel engaged in the supervision of the constructional work, the whole of which has been carried out by the Auqaf Administration itself which employs its own masons, carpenters, tile-makers, and the like on daily rates of pay ; these daily-paid employees are not included in the above table.

As regards the year 1921–22, the heads of revenue and expenditure are as set forth in the attached table : the revenues show increases which are due to the development and the better leasing of the properties. The following items on the expenditure side require explanation :

As has been mentioned earlier in this report, administrative expenses are high : they amount to 12 per cent. of the total expenditure, whilst the percentage in the 1920–21 budget was ten. It is of interest to note in this connection that the percentage in the Egyptian Ministry of Waqf for 1920–21 was sixteen and a half. In the case of the 'Iraq Auqaf, the Minister's salary alone accounts for 1¼ per cent. of the total expenditure, and the building constructional staff, the expenses of which might be charged reasonably to Property Development, account for nearly a further ½ per cent.

The steady improvement in the payment of the Mosque officials is shown by the following table :—

Year.	Rs.
1917–18	Details not available
1918–19	1,57,184
1919–20	2,35,304
1920–21	2,49,880
1921–22 (Estimates)	3,62,180

Colleges and Schools.

A good deal of educational work is done by Auqaf : for example, in Baghdad alone, the teaching of religion which comprises theology, Arabic language and literature, mathematics and history, is carried on by thirty-two teachers in mosques, where such appointments exist. This type of teaching is very casual, and control is difficult to establish. The students are usually adults who desire to become mosque officials.

More hopeful are the children's schools which have been established in the year 1921.

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Baghdad in the	Teaching Staff.	Pupils.
Jama'al Haidar Khanah	2	48
Takiyah Baba Qurqur	2	46
Madrasat al 'Umariyah	2	63
A'dhamiyah in the Jama'al Imam al A'dham	3	96
Salman Pak in the Jama' Salman Pak al Farsi	1	45

These schools have been inspected and reported upon favourably by the officials of the Ministry of Education, and co-operation with this Ministry has been secured. The policy is to supplant gradually the Mulla's schools by children's schools, accommodated and maintained by Auqaf and inspected by the Ministry of Education on the lines of five schools already mentioned. Only reading, writing, and reckoning are taught in these schools, the object being to make the pupils literate, and so supply them with the minimum mental equipment necessary to enable them to occupy intelligently their places as citizens of 'Iraq, and, should their lot in life allow, to fit them for the primary education course in the Government schools.

There are also two higher schools, termed " Kulliyat " (colleges), one in the Jama'al Imam al A'dham at A'dhamiyah, and the other at Samarra, with a comprehensive scheme of studies, comprising theology, Arabic language and literature, mathematics (geometry, algebra and trigonometry), history, geography, physics, chemistry, natural history, cosmography and logic. The course of study has been fixed at six years, the limits of age of the students at 13 to 30, and entrance is only allowed to holders of the primary education certificate or its equivalent. Favourable reports from all inspections and visits have been received.

Towards the end of the year 1921, His Majesty King Faisal called for a report from the Ministry of Auqaf on the administration of Auqaf since the occupation. On His Majesty's perusal of this report, a project, which had been set on foot in the winter of 1918, for the reconstruction of the Mustansariyah, or a school to be called by that name, was enlarged by His Majesty's desire into a project for a University for 'Iraq to be called " Al Kulliyat Al al Bait " and to comprise all the faculties of a modern university; a site was selected, the Talumbah garden, near A'dhamiyah, and plans and drawings were prepared by Major J. M. Wilson, the Director of Public Works, for a scheme comprising (1) six large colleges, each capable of accommodating 400 to 600 students, (2) four smaller colleges, (3) a central block containing the University library, general Assembly Hall, Museum, and the Principal's Offices, (4) two residential blocks providing living and study accommodation for professors and students, (5) residences for the principals of the colleges, (6) a mosque, and (7) the usual appurtenances of a University, such as a restaurant for non-residents, servants' quarters and the like. The plans were approved by His Majesty, and it was decided to begin with the construction of the college for the faculty of theology, the central block, one residential block, and the mosque. Proposals for the appropriation of Auqaf funds for this part of the general

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scheme were submitted to the Council of Ministers, who passed the project, and a start was made. On the 7th of April, 1922, His Majesty King Faisal laid the foundation stone of the theological college, the walls of which are rising steadily. The appropriations for this project will appear in the 1922-23 budget.

Buildings and Repairs (Mosque Establishments).

The amounts set aside under this head show that progress in the upkeep and reconstruction of the mosques and other religious establishments is maintained.

Property Development.

The appropriations under this head are the most justifiable in the budget: the programme for building has been prosecuted steadily throughout the year; in particular, a special effort to develop the Basrah properties is being made, the Chief Inspector of Properties having been delegated to Basrah for a year for this purpose.

The development of agricultural land was taken up in 1921; pumping-plant was installed on the Furaijat Tha'albah and Saiyafiyah lands, and the whole area put under cultivation by Auqaf in partnership with the cultivators; this departure promises well for the annual cereal crop, but the principal object in view is the future for which the planting of 20,000 date-palms and many other fruit trees is proceeding.

The sum of Rs. 1,87,000 under Purchase of Properties was appropriated in order to buy out the partners of Auqaf, where a property the Khan Daftardar, at the river end of Bank Street, was held in shares. The site is very valuable, but the present buildings are practically ruins, and the partners would not contribute their share of the cost of the new buildings projected. The only solution was to buy them out, and this has been done.

Tapu Fees.

The registration in Tapu of the title to all Auqaf properties having been decided upon in 1920, the appropriation for the registration fees was necessary.

Ramadhan Bonus.

A bonus of an extra month's salary was given to the Mosque officials in the years 1919-21 at the close of the month of Ramadhan; but the Council of Ministers have decided that shall not be given in future.

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Estimated Revenues for 1921-22.					Projected Expenditure for 1921-22.				
Sources of Revenue.	Auqaf Madh-butah.	Shrines.	Nabawi.	Total.	Heads of Expenses.	Auqaf. Madh-butah.	Shrines.	Nabawi.	Total.
	Rs.	Rs.	Rs.	Rs.	*Administrative.*	Rs.	Rs.	Rs.	Rs.
House properties	9,22,843	7,745	55,585	9,86,173	Salaries and allowances ...	2,93,940	8,040	3,050	3,05,030
Garden properties... ...	3,70,291	1,900	1,77,011	5,49,202	Expenses	32,160	120	6,500	38,780
Ground rents	84,890	300	1,200	86,390	Furniture	3,710	200	—	3,910
Agricultural lands ...	1,27,620	36	17,600	1,45,256	Rents	300	—	—	300
'Uqrs	95,169	—	400	95,569					
Forest lands	10,720	—	44,000	54,720	*Mosque Establishments.*				
Date-palm taxes	6,000	—	—	6,000	Salaries	3,18,180	30,350	13,650	3,62,180
Tapu dues	300	40	80	420	Allowances and pensions	19,400	—	150	19,550
					Expenses	86,340	14,430	2,600	10,370
Fees.					Colleges and schools ...	68,629	—	—	68,629
					Food and entertainment allowances	46,200	—	500	46,700
On Mulhaqlah Auqaf ...	23,500	—	—	23,500	Buildings and repairs ...	4,35,500	55,500	—	4,91,000
On shrines ,, ...	27,412	—	—	27,412					
On Nabawi ,, ...	51,388	—	—	51,388					
Khairat Mudawwarah ...	63,414	—	—	63,414	*Property Development.*				
Compensation	53,000	—	1,000	54,000	Buildings and repairs ...	6,36,100	43,600	1,74,800	8,54,500
Burial fees	—	1,72,330	—	1,72,330	Agricultural development	87,000	—	—	87,000
Miscellaneous revenues ...	13,962	400	3,000	17,362	Purchase of properties ...	1,87,000	—	—	1,87,000
Withdrawn from accumulated surplus for Building and Development Schemes...	5,30,745	—	42,720	5,73,465	Tapu fees	47,220	2,700	—	49,920
					Bonus Ramadhan ...	33,000	—	—	33,000
					Khairat Mudawwarah ...	73,414	—	—	73,414
					Reserve for contingencies	21,611	—	—	21,611
					Charge for administration	—	16,356	26,888	43,244
					Surplus	—	—	1,14,458	1,14,458
Total	23,81,254	1,82,751	3,42,596	29,06,601	Total	25,89,704	1,71,296	3,42,596	29,03,596

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XII.—THE CHRISTIAN REFUGEES.

I.—Assyrians.

The conclusion of the year 1919 saw some 50,000 Assyrian and Armenian refugees still in camp at Ba'quba, where they had been since November, 1918, their destiny being a problem for the Administration, and their maintenance for the Exchequer. It was obvious that they had to be settled somehow, but in the general uncertainty as to relations with Turkey and Persia, of which countries the refugees were in theory the subjects, the question of settlement was not easy of solution.

The Assyrians, who numbered about 35,000, were the more important element, for they had been recognised as allies by Great Britain in the war, and had been used by her in the campaign of 1919 in Kurdistan. A definite promise of settlement under a benevolent, if not a British government, had been made to them, and their land, if not within our administered area, was at least on the immediate frontier. The Armenian problem was greater in itself, but the numbers in the camp (some 15,000) were smaller. They were simply refugees, and whatever the fate of their country, it was not under British direction. Government had no further duty to them than that of transporting them to their home when a home could be found, and maintaining them meanwhile.

Amadiyah Enclave Scheme.

Various schemes for settling the Assyrians had been mooted; and the most promising had been their suggested settlement in an enclave in the district of Amadiyah. This had been approved by Col. A. T. Wilson (then acting Civil Commissioner) and by Col. Leachman, Political Officer of Mosul. It was welcome to at least a great part of the people, and the Assyrian Battalion raised among them to serve in Kurdistan (which did good service in the 1919 campaign) had indeed taken some rather drastic steps towards clearing the country. The home Government, however, was unable to come to a decision on the point until the British troops had been withdrawn from the country and the project rendered impracticable.

The scheme had therefore to be dropped.

Conditions of Problem.

The Assyrian refugees were divided into two main bodies, the Persian subjects, who were the plainsmen of Urumiyah, and the Turkish subjects, the mountaineers of Hakkiari. Both were clear as to what they wanted, and both wanted the same thing, viz., return to their own homes, and settlement there under British protection. Unfortunately, the homes were in different districts, and though the people formed one congregation in theory, in practice most of them cared only for their own clan or village and very little for the fate of others. Further, the strain of war, and the conditions of life in a refugee camp,

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had broken up the old organization of the people under their headmen (maliks) and Patriarch, and nothing had taken its place. Free maintenance, with liberal payment for all services, rendered even to themselves, had pauperized a type already inclined to live by beggary in some form.

The Urumiyah folk, though fair soldiers when trained were not capable of self-defence if replaced in their old home. Further, the feeling against such replacement was far more bitter in Persia than was the case in Kurdistan. In Kurdistan clans had always fought and the quarrels had not always followed religious lines : the great war appeared as no more than the largest known instance of an old custom. In Persia, the rising of the Christians appeared as almost a slave insurrection, in which the slaves had shown themselves better men than their masters—an unforgivable offence ! Moreover, had the Persian Government been far readier to see the Christians back than was actually the case, they were in no position to guarantee their safety. The only practical authority in the Urumiyah district was that of Simko, the Shikak Agha, who had murdered the Assyrian Patriarch in 1918.

The problem of the mountaineers was simpler. They are excellent fighting material in themselves, and formed, as hinted, part of the established disorder of things in Kurdistan. Many Kurds were not unwilling to see their old neighbour foes back on the old lands, if once they could be sure that the return did not mean Christian domination. Naturally, Turkish intriguers assured them that nothing less was intended, and the Christians were quite ready to complicate matters by their conviction that the British Government really wanted to annex all Kurdistan, and, further, that British protection implied the right to revenge all old quarrels.

Agha Petros and his plan.

It was at this time, the spring of 1920, that Agha Petros, an Assyrian mountaineer, of the Baz tribe, came forward with his plan for the disposal of his nation. In the later stages of the war (particularly after the murder of the Patriarch, Mar Shim'un), he had come to the front and taken the lead ; he had shown himself a good fighter, though real generalship was beyond him. He was certainly the most active leader of his nation, but his disposition to intrigue had brought him into bad odour with the British authorities at Ba'quba. He seemed to be, however, the best man available, and was so accepted by the British. His scheme was for the occupation of an area in the lower hill district on the Turko-Persian border, east of a line drawn from Gawar to Ushnu, and extending thence towards Urumiyah. With 8,000 armed men of his nation he could, he considered, occupy this area and allow the Urumiyah folk to return to their homes, while such mountaineers as did not accept settlement in the area itself might in time filter back to their mountain homes in Hakkiari. The Assyrians would then constitute a buffer state, of which Petros would probably be the ruler, between Turkey, Persia and 'Iraq. Petros would command the force to be raised, and would be accompanied by a few British officers in a purely advisory capacity.

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The scheme was not impossible on certain conditions. Those conditions were : (1) that the local Kurds should raise no objection, and turn a deaf ear to the Turkish intriguers among them ; (2) that the difficulties of the transport of a huge caravan of women and children, as well as fighting men, by the very hard route chosen, did not prove insuperable ; (3) that Petros should prove able to control his own people, so as to keep order among them during the operation, and induce the warlike mountaineers to convoy the plainsmen (for whom they cared not at all) to safety in the fat plain west of Urumiyah before returning to their own mountains. Petros, after the habit of his people, overlooked all obstacles on a road that was to lead to prosperity for his people and greatness for himself, and the scheme was accepted, perhaps too readily.

By April, 1920, some three-fourths of the nation had accepted the plan ; the remainder of the nation hung back, under the leadership of the Patriarchal house. This family is theoretically the head of the nation, and had actually been so during much of the war, under the then Patriarch Benjamin Mar Shim'un. On his murder in 1918, a younger and weaker brother had been selected for the semi-hereditary office and the family had dropped into the background, and were kept there by the fact that the man selected, Paulus Mar Shim'un, was dying of tuberculosis, and actually died in the course of 1920. The subsequent election and consecration (partly by family influence) of a child of thirteen years to the Patriarchate, at once accentuated the differences in the nation, and the difficulties of the Patriarchal house and party. The opposition of this party was therefore negligible. A small proportion of the people, some 4,500 mountaineers, as well as a number of Urumiyans who had remained loyal to the Patriarch, were settled in villages in the Dohuk-'Aqrah districts, but the available corn lands were insufficient for more. In May, 1920, the transport of the nation from Ba'quba to Mindan, the starting point selected, was begun. The route proposed led from 'Aqrah through the difficult Barzan country to Gawar, whence the road to Urumiyah is easy.

Big dumps of food and munitions were collected at Jujar, near 'Aqrah, for the purpose. These arrangements were carried out with signal success by the Director of Repatriation, Colonel Cunliffe Owen.

Delays.

Before any start could be made, the Arab rising of 1920 had caused a general suspension of action. Ba'quba camp was attacked, and the dumps at Jujar, were threatened by the Surchi Kurds. It is true that the Assyrian contingents—to their own great satisfaction and our great advantage—defeated both attacks, but the condition of the country prevented any further movements until the end of October. The pending departure of Sir A. T. Wilson was a second reason for delay. Short of unusual good luck in the form of a late winter, the season was undoubtedly late to give great chance of a successful issue, but great expense had already been incurred in preparations, and it seemed to be a case of now or never. Accordingly on October 27th, 1920, Agha Petros' army was sent over the 'Aqrah Pass. It comprised about

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4,000 men, armed with good rifles, mostly of the Turkish type, and several mountain guns; this was to occupy the territory, and the women were to follow later. There were also three British lieutenants. Food in abundance had been collected at Jujar, but the army proposed to live on the country, and much of the stores provided was left behind.

Some sort of arrangement had, it was understood, been made between Petros and the local Khurdish Aghas, but whatever the nature of the treaty, it did not prevent opposition being offered at the crossing of the Zab, by Faris Agha of Zibar, and Shaikh Ahmad of Barzan, both of whom were actively hostile to the British authorities in 'Iraq. This was overcome, and Faris was driven off to the west, towards Nerva and Raikan, Kurdish districts that had always been loyal to us. Petros ordered a pursuit, and the clans of Tiari and Tkhoma,—which had been imprudently posted on the left wing of the advancing force,—thus found themselves moving in the direction of their own mountains, with arms enough to wreak full vengeance on ancient enemies. The temptation was too much for them, and—abandoning the scheme and the comrades for which they had never had any enthusiasm—they marched off on a great raid on the two districts named, plundering both of them, and incidentally the Chal area also, regardless of the fact that they had invited the Agha of that place to assist them against his old foe, Faris of Zibar. Meantime, the balance of the force, namely the Urumiyah men, deprived of its best fighting material, came to a halt in the unfamiliar hills, lost all order, and presently drifted back to 'Aqrah and Mindan, having lost about 100 men from cold (for the winter had set in early with heavy rain, and the rivers were in flood), several hundred rifles, and the bulk of their transport animals. The Tiari and Tkhoma men continued their wild career through Nerva and Chal, but were ultimately checked by Haji Rashid Beg, the Rais appointed by the British over the Barwar district, and by the British Assistant Political Officer of Dohuk, who had hurried to the scene of action with a few police. They also returned to the Mindan camp. Thus, as had been feared by many who knew too well the lack of discipline and union amongst the people, the scheme ended in fiasco, and the attempt had only increased the Kurdish distrust, both of the people and of the English, which British officials had been attempting to allay. The choice of route, the late date of the start, the absence of proper supply, and bad leadership, all contributed to this result, but in fact the absence of any common feeling or real organization among the people would have been enough to render success impossible. Even had there been proper training and discipline and direct British control, Agha Petros' scheme was a difficult one. There now remained nothing but to compensate the Kurds for the damage done and to think out a more practicable plan.

Repatriation by Infiltration.

At the beginning of the year 1921, some ten thousand Assyrians and as many Urumiyans, some twenty thousand refugees in all, had been recollected in Mindan camp and the prospects of successful repatriation were apparently further off then ever. It was realised that at

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all costs the Mindan camp would have to be broken up during 1921, and accordingly a scheme for repatriation by infiltration was at once got out and despatched to Baghdad for approval in the middle of February. Briefly speaking, the idea was not to let loose the whole body of Assyrians upon Kurdistan in a horde but, relying on our control of the Kurdish leaders, to settle the mountaineers, tribe by tribe, with a reasonable interval between each move, the nearest to Amadiyah first, and the further sections passing successively through them, either to their homes or as near to their homes as suitable locations could be found for them.

We were emboldened to attempt this plan because it was known that some of the Assyrians had been in communication with Haji Rashid Beg with a view to returning to Barwar and that he had given them a favourable reply. If he maintained this attitude, the scheme was half insured and, as it turned out, he went even further to meet our wishes than we had dared to hope.

Sanction to proceed with the scheme was not received until the very end of May. This meant not only that none of the refugees would be able to reach their destinations in time to raise any crops that year, but also that the rate of settlement would have to be far more rapid than had been intended. Actually the whole of the twenty thousand odd refugees, with the exception of clearing up parties, were out of the camp by the beginning of August.

The sum allotted to us for the purpose was thirty lakhs for the Assyrians and a similar sum for the Urumiyans. After making a large allotment for contingencies a budget was drawn up in which an allotment of Rs. 122 was allowed for every person in the camp, man, woman and child. A severe drain was subsequently made upon the fund for contingencies by the intimation that the cost of the upkeep of the camp from April 1st to the beginning of the dispersal would have to be borne by the Dispersal Fund. Even in spite of this it was found possible, owing chiefly to the speed with which the scheme was worked, to keep within the limits set, and towards the end of the year, after setting aside a sum of two lakhs for necessary poor relief during the winter and another sufficient sum to cover all visible contingencies, it was found possible to relinquish a sum of two lakhs for the settlement of the Armenians at Nahr Umar.

Refusal of the Urumiyans to participate.

Of the settlement of the Urumiyans there is little to be said. In spite of grave warnings as to the difficulties they would encounter, practically all of them decided to endeavour to reach Persia via Baghdad. They were released from the camp in daily batches of 100 (subsequently increased to 150), took their money in Mosul and departed down the line.

As had been predicted to them their subsequent fate was not fortunate. On reaching the Persian frontier they encountered the opposition both of the Persian Government and of the local tribes. Robbed of what little they possessed, many turned back to find such occupation as they could in the 'Iraq. A few hundred of these are still

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concentrated in a small camp in Baghdad, for which the Repatriation Department gave a grant to cover the original outlay. Some have reached Tabriz where they are said to be living in a state of misery.

Settlement of the Mountaineers.

As regards the mountaineers, they were sent out of camp in sections of roughly one thousand persons at intervals of about a week. Great credit is due to the Repatriation Department officers, especially Messrs. Charge, Holmes and Burn, for the clock-work like method in which these departures were effected and the very precise nominal rolls—very necessary if the payment of the allotments was to be kept correct—issued with every party. The intention was that each section should go first to Dohuk to be paid its allotments, but as things turned out a good many of them were paid in Mosul. Mr. Shim'un was lent by the Director of Repatriation to carry out payments there.

When the actual dispersal from Mindan began the uncertainty of our northern frontier gave rise to the greatest difficulty. All the Assyrians were unanimous in their determination to remain within the British sphere. The frontier of the Mosul Wilayat, up to which we had been administering since the Armistice, included the whole of Barwari Bala, up to, but just exclusive of Ashuta and Lizan. The Assyrians had not unnaturally hoped and expected that the frontier as laid down in the Peace Treaty would include their country, which is conterminous with the Mosul Wilayat. Actually, however, the frontier as described in the Treaty of Sèvres not only left the Nestorian country to the Turks, but actually gave them Amadiyah, which is not only economically dependent on Mosul, but is strategically the door to this part of Kurdistan, since it has easy access to Zakho, Dohuk and 'Aqrah. Its exclusion from the boundaries of 'Iraq would, moreover, hand over to the Turks, not only the Nestorians of Barwari and the Chaldeans of the Sapna, but also men like Haji 'Abdul Latif who had held Amadiyah for us against Turkish agents and Turkish intrigues. The Assyrians were clamouring for an assurance, and any final assurance on the point, even if forthcoming, was bound to take weeks, if not months, to obtain. Rightly or wrongly, the assumption was made that the frontier would be revised, and that at any rate the actual Mosul Wilayat would eventually pass to 'Iraq. On this assumption the process of dispersal was carried out, in the hope that in due course it would be supported and the Nestorian Christians not handed over once again to the tender mercies of the Turks.

The Assyrians themselves proved extremely difficult to deal with. The good intentions of Surma Khanum, sister of the late Patriarch, and of Mar Timotheus, the Nestorian Patriarch of Malabar, were not enough to restore the lost authority of the youthful Mar Shim'un, while the intrigues of Agha Petros, who exhorted his followers not to fall in with any British scheme as he was about to conclude with the French an arrangement for an autonomous Assyria under French protection, made the people unwilling to listen to our counsels. The natural fanaticism of the Assyrians themselves made the problem all the more difficult. It must not be forgotten that in normal times they are just as

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truculent as the other local Kurdish tribes, and no less savage. The right of a Nestorian Malik taking his place as a matter of course at the head of a conference of Kurdish chiefs does much to dispel the entirely erroneous idea that the Nestorians were a class of down-trodden slaves.

The bulk of the work of settlement fell on Mr. Jardine, who has met the many problems which faced him with unfailing knowledge, patience, and discretion. The presence of Dr. Wigram, who before the war was in charge of the Archbishop's Mission to the Assyrians, has been of great service in keeping touch with the people, in gaining their confidence and in persuading them to produce recruits for the Assyrian Levies, whose good behaviour and growing efficiency have been a matter of general surprise and admiration. Mr. Lampard, of the American Mission, has done most valuable service in treating the malaria-stricken villages of the Dohuk colony.

As has been mentioned some colonies of mountaineers and Urumiyans had been settled in 1920 in the 'Aqrah-Dohuk plains. The Urumiyans showed tendencies to settle down and make the best of their lot and their colonies should have been most successful. Unfortunately, as was the case with the mountaineers also, they were heavily stricken by malignant malaria in the late summer and autumn. It should be noted in this respect that the Assyrians who settled in the mountains have also suffered in this way and that generally the incidence of fever among all classes of the population is reported to have been very heavy this year.

Most of the Assyrians regard their residence in these colonies as purely temporary, until they can move towards their own homes. It is much to be hoped that a suggestion that a number of these should be settled in Barwari Zair, where there is ample and good land for them, may be carried into effect this spring.

In addition to these colonies, a small party of 300 Barwari Bala left Mindan for their homes before the actual dispersal scheme started. These, by arrangement with Haji Rashid Beg, were well received, entered at once into their houses which had been occupied and kept in good repair by the Kurds, and received their Tapu share (in these parts one-half) of the products from their lands which the Kurds had cultivated.

The actual dispersal scheme began on 31st May, and by 1st July 7,500 persons, including 1,000 who had joined the Levy camps, had left Mindan and had been settled in Government villages south of Zakho, in villages in Dohuk and Amadiyah districts, in Barwari Bala and Upper and Lower Tiari. The remaining mountaineers, 6,480 in number, consisted of six sections which had agreed to fight under Agha Petros for the Assyro-Chaldean independent State. They were all dispersed during July, and after the last of the Urumiyans had also left, Mindan camp was finally closed down.

The six sections continued to give trouble. Their first intention was to concentrate near Mosul, and await the appearance of Agha Petros, but recollection of their capabilities for highway robbery caused the political authorities to stand out against this scheme. Under pressure

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the six sections moved up to Dohuk; the three Tiyari sections, who came first, were allowed to proceed straight into the mountains and reached their homes in August. As long as they remained on good terms with Barwari Bala they could come to little harm. Perhaps at the instigation of Agha Petros, the six sections now decided to concentrate in the N.E. corner of Barwari Bala and await him and the arms he promised, living during the winter on the food and grass which the Moslems had collected for themselves. Nothing but confusion could have resulted if this plan had been allowed to materialize. The remaining three sections were, therefore, ordered to disperse and with some difficulty were settled in Dohuk and Amadiyah, a few remaining in the Mosul plains. The presence of Agha Petros in Baghdad had proved throughout an impediment to any practicable scheme, but matters were facilitated by his departure in August, at my request, for Europe.

In September, the greater part of the colony settled in 'Aqrah in 1920 became restless, and moved into Dohuk, whence it is anticipated that they and most of the mountaineers will filter back into the hills during the spring of the present year. The Patriarchal family, which had been living in Mosul, have been given the use of the house of the Archbishop of Canterbury's Mission at Baibad, near Amadiyah. They have lost all influence, both religious and secular over the people.

Rifles have been distributed in numbers sufficient for self-defence against other than military attacks, but not so great as to encourage acts of aggression, to those settled in districts where Government protection was difficult, with special partiality to such sections as have weakened their man-power by generous enlistment in the Levies. As far north as Amadiyah the country is protected by Gendarmes, and south of a line drawn from Zakho to 'Aqrah, by the Levy garrisons.

Appendix No. 14 gives a financial estimate of the cost of the disposal of the refugees at Mindan camp, while the map, Appendix No. 13, gives the present distribution of the refugees.

In sum, I must record that in the dealings of the British Government with the Christian refugees it must be put to the credit of the former that 50,000 souls were maintained in comfort, not to say in idleness, by the British Exchequer for close on three years. That it was the intention of Government to re-establish the ancient Nestorian community as a united whole in a locality where they would have the best possible chance of maintaining themselves, and that if this scheme partially broke down, the failure was due firstly to the reckless imprudence of the mountaineers, and secondly to the refusal of the Urumiyans to accept our advice and the help which we were in a position to offer. As a result the Urumiyans have practically ceased to exist as a community. On the other hand, those of the mountaineers who returned to their homes are in a fair way to the recovery of prosperity, and the others are settled in adjacent upland regions where we may still be able to watch over and protect them in the future. If guardianship from foreign attack can be secured to them, the British nation will have no reason to feel that they have failed in consideration or generosity towards the Assyrian people as a whole.

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In justice to the Assyrians it must be added that during the first three months of this year, when a Turkish attack was always a possibility, they have proved their strategic value on the 'Iraq frontier. In March, over 2,000 enlisted in the Levies within three weeks. It is far from improbable that this instant response on the part of a people whose qualities as fighting men are renowned was the main reason which induced the Kamalists to abandon their projected attack. Led by British officers, they are a native force second to none. Their quickness in picking up discipline and their mettle in battle has surprised and delighted all who have been concerned with them.

2.—Armenians.

Nahr 'Umar Camp.

When the camp at Ba'quba was broken up, the position with regard to the Armenians was that they were unwilling to co-operate in any scheme for their settlement in 'Iraq because they still hoped for repatriation by sea to a Black Sea port, while the shipping position at that time was such as to preclude any immediate possibility of the realisation of this hope.

It was therefore decided to postpone the consideration of the final disposal of the Armenians until the outcome of the Assyrian scheme was known. In July, 1920, however, a telegram was received from the India Office saying that the return of the Armenians to Erivan might be possible before long, and, in the following month the Armenian refugees, who at that time numbered some 14,000, were transferred from Ba'quba to Nahr 'Umar, where they would be conveniently placed for embarkation at Basrah in the event of their repatriation by sea becoming possible. Subsequent events in Armenia made it evident that the time was inopportune for any scheme of repatriation, while on the other hand, it was felt that it would be unwise to incur the expenditure which would be involved in any scheme of local settlement until it was certain that repatriation to Armenia was definitely outside the sphere of practical politics. The matter was the subject of considerable inter-departmental correspondence and discussion in London, but up to the spring of 1921 the problem remained unsolved, and in the meanwhile the 14,000 Armenian refugees continued to be maintained at the expense of the British Government.

Up to this point, the cost of the camp had been borne by the War Office, but no provision for its upkeep had been made after 31st March, 1921. When the matter was discussed at the Cairo Conference, it appeared that the only alternatives were either to arrange for the immediate repatriation of the Armenians by sea, or else to turn them adrift in 'Iraq. Of these the first alternative was preferable.

Attempt at Absorption.

Unfortunately, in May, 1921, the Foreign Office intimated that the political situation in Turkey and the Caucasus was still unpropitious for any such movement and as it was obviously impossible for the

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British Government to bear the heavy recurring expenditure on the maintenance of the refugees for an indefinite period while waiting for the political horizon to clear, the sum of £140,000 was allotted in a supplementary estimate as a final charge in respect of the Armenian and Russian refugees. A sum of £110,000 was allocated to the Armenians and a scheme was immediately drawn up which was intended to achieve the absorption of the refugees in 'Iraq with the least possible hardship to themselves and at the same time without exceeding the above financial limit. In accordance with this scheme the population of the camp was to be gradually reduced until 15th August, 1921, on which date the last party was to leave. Such balance as was not required for the maintenance of the camp up to the 15th August was to be expended in supplying 15 days' rations and a cash grant to each family to enable them to support themselves after leaving the camp and until they should be able to find suitable employment. At the same time every possible effort was made to find employment for them in advance. The inhabitants of the camp were classified according to profession and capacity for work and copies of this classification were sent to General Headquarters, to all the Ministries of the Arab Government and the Chambers of Commerce at Baghdad and Basrah, who were asked to co-operate by guaranteeing employment to as many of the refugees as possible on their leaving the camp. As a result of this measure work could undoubtedly have been found for a very large proportion of the able-bodied men, but unfortunately every offer of employment was absolutely refused by the refugees themselves and the Deputy Director of Repatriation at Nahr 'Umar found it impossible to induce the people to leave the camp in accordance with the schedule. The single able-bodied men had, however, been dispersed and a certain number of Persian Armenians had also been returned to Persia, though not until some difficulties with the Persian authorities had been overcome, and at the end of July the numbers in the camp had been reduced to about 11,700.

At this juncture I felt it essential to have some senior and responsible officer in the vicinity of the camp to advise, and when necessary, represent me in matters relating to the refugees. Although the dispersal of the Assyrian refugees was by this time complete, Colonel Cunliffe-Owen, C.M.G., the Director of Repatriation, was prevented by private considerations from himself proceeding to Nahr 'Umar, and in these circumstances General Headquarters kindly placed the service of Colonel H. Lakin at my disposal to assist me in the matter.

After visiting the camp and discussing the problem with the Acting Director of Repatriation, Colonel Lakin gave it as his considered opinion tha the absorption in the labour market of 'Iraq of such large body of unskilled labour possessing such a low market value was impracticable. Contributory causes of this were the general slackness of the labour market at that time, and the fact that practically none of the Armenians could speak Arabic, but the main cause was unquestionably the attitude of the Armenians themselves, who believed that by a policy of passive resistance they would be able to coerce the British Government into providing them with free passages.

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Repatriation.

After the situation had been fully examined it seemed probable that the most economical course would be to arrange for the transport of the whole camp to Batum. This course had the great advantage that it would dispose not only of the able-bodied men and their dependents but also of the infirm and orphans, etc., who would still have presented a difficult problem after any practicable scheme for the dispersal of the remainder in 'Iraq had been carried out. The local authorities at Basrah were also much in favour of this course since they feared that a large influx of unemployed and perhaps unemployable refugees would prove a danger and probably a source of expense to the local community. Moreover, assuming that their reception at Batum could be arranged, the time seemed particularly opportune for repatriation, since the pilgrim season was just ending and shipping especially fitted for pilgrim traffic might be obtained on favourable terms before being refitted for ordinary commercial use. A telegram was accordingly sent to the Secretary of State strongly recommending this course.

The political situation in trans-Caucasia had by this time improved and, after the possibility of settling the whole of the refugees on the land in 'Iraq had again been considered and rejected, the proposal to ship the whole population of the camp to Batum was approved and a further grant of £100,000 was voted for the purpose.

The Armenian Government, when consulted, were prepared to accept the refugees at Batum but wished to stipulate that they should arrive in groups of not more than 1,000 at a time, at intervals of at least a fortnight. This could not be arranged without greatly increasing the cost, and the Armenian authorities were therefore asked to agree to accept groups of 3,000 at somewhat longer intervals. The interval between the sailing of the first and second boat was three weeks, and that between the sailing of the second and third boats over six weeks.

At the time the decision to charter shipping was finally reached there remained some 9,600 refugees in the camp so that if three boat loads of 3,000 each could be despatched it seemed that the camp would be practically cleared. The reduction to 9,600 had been effected in various ways. Further parties had left for Persia. Some 600 refugees had petitioned and been allowed to proceed to Mosul to be settled on the land on the same terms as the Assyrians, and some few (very few) had accepted offers of local employment. As soon, however, as it became known that the scheme for repatriation had materialised, refugees from various parts of 'Iraq left their work and returned to the camp in the hope of obtaining a free passage. Moreover, owing to representations made by the Armenian authorities, who professed themselves unable to arrange for the reception of the full number at Batum, the last boat, the "Shuja," carried only 2,000 refugees. It thus came about that after the "Shuja" sailed on 27th January, 1922, there still remained some 2,600 refugees in camp at Nahr 'Umar to be dispersed locally.

During the whole period that the refugees had been under the protection of the British, an orphanage had been maintained as a separate branch. It contained in July, 1921, 830 boys and girls of all ages up

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to 18. Guarantees were obtained from Armenian individuals and societies for the maintenance of these orphans in Palestine and it had been intended to despatch them by the first boat. Owing to an epidemic of chicken pox it was impossible to carry out this intention and the orphans were eventually included among the 2,000 who left by the last boat. These orphans were disembarked at Kantara, and the "Shuja," therefore, reached Batum with 1,200 refugees only. The total numbers sent to Batum on the three boats were thus 7,200. In addition to the orphanage from Nahr 'Umar a number of orphans had been collected by the Armenian authorities and maintained in Mosul without the assistance of the British Government. Funds being no longer forthcoming for their maintenance, the Armenian authorities reduced the numbers of this orphanage to 75, and it was requested that these also might be sent to Palestine. Owing to fact that the sailing of the "Shuja" was in doubt up to the last moment on account of the attitude of the authorities at Batum, these orphans were eventually despatched with very little notice being given to the High Commissioner for Palestine. The latter, however, very kindly obtained the necessary additional guarantees and was also good enough to arrange for the reception of the whole party of orphans at Kantara.

Owing to the urgent representations of the Armenian Government, who stated that unless some help was afforded them they would be unable to save the Armenians from starvation after their arrival at Erivan, authority was given for the purchase of food supplies from Disposals Board for distribution in Armenia. Food supplies to the value of one lakh of rupees were accordingly shipped on the "Shuja," in addition to rations for the voyage. The principal items consisted of 25 tons of preserved meat, 30 tons of biscuits and 10 tons of condensed milk.

With regard to the dispersal of the 2,600 still remaining at Nahr 'Umar the same difficulties have arisen as arose in July when it was intended to disperse the whole camp locally, but the problem is of course now greatly simplified not only by the smaller numbers involved, but by the fact that care has been taken that only able-bodied man and their families have been left behind. The absorption of the bread winners of these families in the labour market of Baghdad would not at present have proved impossible and the Acting Director was accordingly authorised to send those who so wished to Baghdad at Government expense. None of the refugees have accepted this offer and they are at present persisting in their attitude of passive resistance and are even refusing to accept the 15 days' rations and subsistence allowance offered them. They are, however, steadily being struck off the ration strength which will have been reduced to nil by 31st March, 1922, and orders have been given to strike the tents over their heads, by force if necessary, if they persist in their refusal to leave the camp. It is feared that this procedure will result in some suffering among the refugees, but it is no longer possible to protect these people from the natural consequences of their refusal to help themselves.

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XIII.—FOREIGN RELATIONS.

Until the signature of the treaty between Great Britain and the 'Iraq, together with the confirmation by the League of Nations of the relations between the two Governments, the international position of the 'Iraq is necessarily ambiguous. Pending a definition of 'Iraq nationality, laissez passers have been issued by the 'Iraq passport authorities and Divisional Advisers, while in the case of 'Iraqis abroad arrangements are being made for their issue by British Consular representatives.

Relations with Turkey.

Throughout the period under report the 'Iraq Government has been in the anomalous position of having, in Turkey, a neighbour theoretically in a state of armistice but, in fact, clearly hostile. Apart from the political effervescence which the efforts of the Kamalists have maintained on the Kurdish frontier, the economic effects have been serious.

The Sanusi.

Turkish propaganda has been associated in the main with the name of Shaikh Ahmad al Sanusi. In January, 1921, he was first heard of as having arrived in Diyarbakr from North Africa; in April he was reported to be in Mardin, and in May he was spoken of as being either the Turkish candidate for the throne of the 'Iraq or else the deputy of Burhan al Din Effendi, a son of the Sultan 'Adbul Hamid. The candidature of Amir Faisal was the signal for an intensive effort to advocate his cause. A large number of his manifestoes found their way to Mosul and other parts of the country. They were violently anti-foreign and pan-Islamic in tone and no less singularly ineffective. Arab Nationalist hopes and Islamic ideals were alike satisfied by the qualifications of the Amir Faisal and his arrival in Baghdad was immediately followed by the submission to himself of those chiefs of the Shammar Jarba' who had remained in close touch with the Turks and had been in March, the recipients of lavish decorations. It was a decisive rebuff to the pretentions of the Sanusi, or rather to the anticipations of his principals, for he is himself a typical darwish, devoid of initiation and used merely as mouthpiece. In December, 1921, rumours were current that he was to be set up as the ruler of a semi-independent Trans-'Iraq State, embracing Jazirah, Rawanduz and Sulaimani, but a scheme of this nature would seem to combine every element of failure and the Sanusi himself is generally believed to be highly dissatisfied with his position and anxious to return to his own country.

The complete lack of success which has attended Turkish propaganda among the Arab tribes on the frontier was further exemplified by the return to the fold in June of Daham al Hadi, who had been one of the recipients of Turkish honours. He is the favourite grandson of the old chief Al 'Asi, who is probably still the greatest name among the Shammar. Daham has been given rights of cultivation at 'Awainat, within the 'Iraq frontier, while Al 'Asi is cultivating extensively at Rumailan, the nearest point on the frontier to Nisibin. The Tai,

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who are nominally in the French zone, have been forced by their proximity to the Turks to enter into relations with the latter, and Bulaibil, the chief of the small Albu Hamad tribe, has maintained a robber band near Jazirah, but the successful bombing of his encampments in June, 1921, in retribution for his attacks on barges on the Tigris belonging to the inhabitants of Zakho, led to a pronounced diminution in his activities. Aeroplane action was also taken over the frontier in August, when Naif Beg of the Miran Kurds crossed the Tigris to raid the Hassanan in the neighbourhood of Faishkhabur. (At the end of March, 1922, Naif Beg was seeking permission to settle in 'Iraq territory.)

Turkish Propaganda among Indian Troops.

Turkish propaganda has also been directed against the loyalty of our Indian troops, in the form of circulars in Urdu emanating either from Angora or from Pan-Islamic associations in Anatolia. Muhammadan troops were urged to murder their officers and desert to Mustafa Kamal who was preparing a great army for the extirpation of the infidel and the liberation of the holy places of 'Iraq. The effects produced by these appeals were imperceptible and since July the dissemination of pamphlets of this nature has ceased.

Kamalist difficulties with the Kurds.

On the Kurdish side, the Kamalists have had troubles of their own. In January they were forced to take measures, attended with no great success, for the subjection of the Hawerki, and in October they attacked Shernakh with a considerable force, partly composed of tribes at feud with 'Abdul Rahman Agha, Shaikh of Shernakh, who has been practically independent since the armistice. He has been at pains to cultivate friendly relations with the British authorities and on the arrival of the Amir Faisal, he, with other Kurdish leaders, expressed to the latter their willingness to accept him as King and to form part of the 'Iraq State under conditions of local autonomy. When the Turkish attack developed, he was obliged, owing to lack of ammunition, to come to terms. During the winter he refused all invitations to present himself in Jazirat ibn 'Umar, but in February, when as a result of the Angora Agreement, the Kamalists had been able to increase their force on the 'Iraq frontier and to place outposts as far as the vicinity of Zakho, along the foot of the Shernakh hills, he found himself obliged to give way to Kamalist threats and visited Jazirah. Even then he did not agree to Turkish schemes for an offensive against the 'Iraq.

Kamalist efforts at Rawanduz.

Within the 'Iraq borders such success as the Turks have met with has been obtained in the Rawanduz area and is due to the insurgence of the Surchi chiefs of 'Aqrah and malcontents of Rawanduz. In May, 1921, measures were taken against the Surchi, as a result of which Batas was re-occupied and the Surchi chiefs made submission, with the exception of 'Ubaidullah and his half-brother Raqib. The political atmosphere showed every sign of clearing and overtures had been put forward by the Rawanduz leaders, when in June a new factor was

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introduced by the appearance of a Kamalist official with a small Turkish reconnaissance. Active propaganda was instituted among the tribes and by the end of July the Turkish force had been increased to about 60 rifles, with a gun and two machine guns. The police post at Batas was attacked on July 31 and forced to surrender; ten days later the Pizhtgelli section of the Khushao under Ahmad Beg delivered an unsuccessful attack on Rania. The local tribes rallied to the British authorities, Babakr Agha of the Pizhder was as unwavering as ever in his adherence and operations conducted in the Shaur district by a combined force of Levies and tribesmen, with aeroplane support, brought the villages to submission and obliged the small Turkish military element to beat a hasty retreat.

Nevertheless, the presence of the Turks was a continuous menace to local peace and in September a force of Levies and Police, supported by aeroplanes, entered Dasht-i-Harir and inflicted punishment on the tribes. Again the combination of native forces and aeroplanes gave highly satisfactory results. As a result of this action 'Ubaidullah made submission, paid up a fine of rifles and ammunition and accepted responsibility for the maintenance of law and order in Dasht-i-Harir. But for the second time the Kamalists upset the equilibrium, and the arrival, in December, 1921, of Turkish reinforcements amounting to 80 men with ammunition and three machine guns, shook the favourable resolutions of 'Ubaidalluh, who on December 14th, treacherously attacked a Levy reconnaissance at Babachichik between Arbil and Harir. This ambush led to operations by Levies, Police and aeroplanes on a larger scale, with salutory results, though they involved the loss of two British officers. The tribesmen were demoralized and disheartened, the Turkish force was reduced to about 70 men and the leading insurgent chiefs, with the exception of 'Ubaidullah, made overtures to H.M. King Faisal and were given permission to come in under safe conduct, a permission of which they have not yet availed themselves.

Sulaimani Frontier.

On the Sulaimani side intensive anti-British propaganda, carried out through the medium of the Persian Kurdish chiefs of Aoraman and of Mahmud Khan Dizli, was the feature of the end of the year 1921. Mahmud Khan, chief of the village of Dizli in Persia, had been concerned in the rising of Shaikh Mahmud in 1919. He was captured by the Persian Government in 1920 and handed over to the British authorities. After a term of imprisonment in India he was released in September, 1921, and allowed to proceed to Sulaimani, under a guarantee that he would not cross the Persian frontier. This condition he promptly broke; he returned to Dizli and wrote to Mustafa Kamal asking for arms to enable him to drive the British out of Sulaimani. Late in December several petty Aoraman chiefs, who were undoubtedly in touch with him, entered the Halabja plain and proceeded to collect taxes. In the middle of January a Levy force was ambushed near Halabja, in an attempt to recapture a local suspect, and suffered casualties which included the British officer in command, Captain Fitzgibbon. An attack on Halabja was averted by highly successful

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aeroplane operations and Mahmud Khan Dizli returned across the Persian frontier. His followers continued to commit depredations in Halabja plain until, in March, threats conveyed by aerial reconnaissance persuaded him to put himself into communication with the British authorities.

With regard to persons connected with Shaikh Mahmud's rising of 1919, his brother 'Abdul Qadir and distant relative, Gharib ibn 'Arif, together with his follower, Shaikh Ahmad, were released from Henjam under the amnesty in May. The two first named are living at liberty in Baghdad while Saiyid Ahmad was allowed to return immediately to Sulaimani. Shaikh Mahmud and his brother-in-law, Shaikh Gharib ibn Ma'ruf, were released from prison in India in January and are at present in Kuwait, where they are retained as political detenus pending their ultimate return to Sulaimani.

Rumours of Kamalist attack.

Throughout the past year, rumours of an impending Kamalist attack on 'Iraq were persistent and after the conclusion of the Angora Agreement caused serious anxiety. The fact that the headquarters of the 3rd Division were transferred to Sa'airt had, without doubt, grave significance; the garrison at Jazirat ibn 'Umar was strengthened and small posts placed along the frontier. It was at this moment that the rallying of the Assyrian refugees and their enlistment in great numbers in the Levies, as has been recounted, proved of signal value and as this report closes, it is increasingly unlikely that the Kamalists can venture on an attack in force in the immediate future. But until the conclusion of peace between the Allies and Turkey finally stabilizes the situation, the threat from the north cannot be disregarded, while Turko-Bolshevist intrigue will continue to be a menace to the 'Iraq State.

NAJD.

Extension of Ibn Sa'ud's Authority.

The predominant facts in the politics of Arabia during the past 18 months have been the capture of Hail by Ibn Sa'ud and his subsequent efforts to push his tribal influence in the northern part of the peninsula up to the borders of 'Iraq and the necessity thereby involved of a definite delimitation of frontiers both in the case of the 'Iraq and also in that of Kuwait.

Troubles between Ibn Sa'ud and Kuwait.

As regards Kuwait, a treaty concluded between Ibn Sa'ud and His Majesty's Government in December, 1915, and ratified in the following July, contained the following clauses:—

1. His Majesty's Government do acknowledge and admit that Najd, Al Hasa, Qatif and Jubail and their dependencies and territories, which will be discussed and determined hereafter, are the countries of Ibn Sa'ud.
2. Ibn Sa'ud undertakes to refrain from aggression on or interference with the territories of Kuwait, Bahrain, etc., and the limits of their territories shall be afterwards determined.

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The delimitation of boundaries was thus expressly left in abeyance, but in the Anglo-Turkish Convention of 1913 the area under the direct control of the Shaikh of Kuwait had been defined on the map by a red circle with a radius of some 70 miles from Kuwait on all sides, while a farther area, from Umm Qasr to Al Ratk, thence down the Batin to Hafar and eastward to the Persian Gulf which it reached at Jabal Manifah, some 200 miles south of Kuwait, was recognized as being within his sphere of influence.

In 1919, the respective claims of the Shaikh of Kuwait and Ibn Sa'ud over this outer zone gave rise to a dispute which resulted, in September, in an unsuccessful attack on Jahrah, a village which lies about 30 miles west of Kuwait, on the part of the Akhwan leader, Faisal al Duwish. I met Ibn Sa'ud at Ojair at the end of September, on my way to Basrah, and resumed the cordial relations which I have ever enjoyed with him, but a suggested conference at Kuwait did not materialize. At the end of December, Ibn Duwish raided a section of the Shammar camped in the desert borders of the 'Iraq, in retaliation for the undoubtedly provocative attitude of which they had been guilty. Some of the Dhafir, a tribe subject to the 'Iraq administration were camped with the Shammar and shared in their losses, while during January not only the Dhafir but also the Samawah confederation of the Huchaim suffered from Akhwan raids.

Early in February, 1920, Ibn Sa'ud sent his relative, 'Abdullah ibn Thunaiyan, on deputation to Baghdad. He was accompanied by a native of Mosul, Dr. 'Abdullah, who had been for some years a resident at Rivadh. Ibn Thunaiyan stayed in Baghdad till May, while Dr. 'Abdullah returned to Riyadh in the following November. Both were helpful in dealing with current questions with Najd. As regards the dispute touching the boundary of Kuwait, the Shaikh of Muhammerah, as a friend of both parties, arranged that his son, together with Shaikh Salim's nephew, Ahmad al Jabir, should visit Ibn Sa'ud at his capital, with a view to adjusting differences. On February 27th, while the party were at Riyadh, the death of Shaikh Salim removed the chief obstacle to agreement. When Shaikh Ahmad returned to Kuwait on March 24th, he was nominated by the notables of the town successor to Shaikh Salim, since when, although the final settlement of the Kuwait frontier has not yet been effected, no further hostilities have occurred.

Subjugation of Jabal Shammar by Ibn Sa'ud.

For the next eight months Ibn Sa'ud was occupied in pursuing his long-cherished ambition to subdue Hail and the Shammar of Ibn Rashid. By April he had defeated 'Abdullah ibn Mit'ab, the ruling Amir of Jabal Shammar, in a series of engagements, and had begun the blockade of Hail. The immediate results in the 'Iraq of this campaign were twofold. It produced a state of continuous lawlessness on the southern frontiers; the Dhafir and some of the local tribes, profiting by the general unrest, engaged in raids and forays, sometimes on the Akhwan, sometimes on each other, on the tribes of Kuwait, while the Akhwan retaliated on their side. Secondly, it started a migration to

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the 'Iraq of Shammar tribes fleeing from the forces of Ibn Sa'ud. They passed up through the 'Amarat 'Anizah, the tribesmen of Fahad Beg ibn Hadhdhal, and a portion of them crossed the Euphrates at Ramadi into the Jazirah, after paying kodah, a tax on domestic animals, to the 'Iraq administration. The rest remained in the pasturages of the 'Amarat.

The refugee Shammar.

Fahad Beg had obtained an assurance from Ibn Sa'ud that he and tribes camping with him should be immune from attack on the part of the Akhwan, but the fact that the Shammar of Najd, whom Ibn Sa'ud regarded as rebellious subjects, had taken refuge with the 'Anizah, was naturally galling to the Imam, and in the end of April he wrote a sharp letter to Ibn Hadhdhal, reminding him of the ties of kinship—Ibn Sa'ud is himself of 'Anizah descent—claiming authority over all 'Anizah, and, while recognizing their close relations with his friend the British Government in 'Iraq, declaring that he would not agree to their being ruled by any Arab except himself. At the same time he wrote to inform me that an assembly of the leading men of Najd had invited him to assume the title of Sultan, which he had accordingly done, and asked for recognition by His Majesty's Government. This was officially accorded to him on August 22nd.

Ibn Sa'ud's letter crossed one from myself acquainting him with the fact that His Majesty's Government were disposed to admit and support the candidature of the Amir Faisal to the throne of 'Iraq. Ibn Sa'ud had recently given another proof of his loyal friendship with the British Government by persuading his subjects, at the risk of grave dissatisfaction on their part, to refrain for the third year from performing the pilgrimage so as to avoid possible friction with the Hijaz, and his reply to my letter, far from intimating opposition to the presence of the Amir Faisal in the 'Iraq, breathed his willingness to accept the decision of His Majesty's Government, coupled with the prayer that his own interests might be equally respected. The Amir Faisal, while on his way up the Gulf, had himself written to Ibn Sa'ud, and he received from him a reply couched in amicable terms.

The refugee Shammar were, however, a difficult problem, and, as Fahad Beg rightly pointed out, their presence among his own tribe was likely to prove a danger to the latter. The Shammar used the asylum thus afforded them as a safe vantage ground from which to raid the Akhwan, and it was clear that the 'Anizah might well be involved in the counter-raids of the Akhwan. All Shammar were accordingly ordered to cross the Euphrates into the Hillah Division, where their movements could more easily be controlled.

Fall of Hail.

Meantime the Amir 'Abdullah ibn Rashid had made submission to Ibn Sa'ud, but his cousin, Muhammad ibn Tallal, held out in Hail, and sent messages to me begging me to intervene between himself and Ibn Sa'ud. The latter, however, refused all offers of mediation, and early in November the prolonged struggle terminated in the submission of Hail to the Sultan of Najd. The victor exhibited a clemency as

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generous as it was statesmanlike. He took immediate steps to relieve the population of the town, which had been reduced to great straits during the siege, and appointed Ibrahim al Subhan, the head of a house which had served as Wazirs of the Al Rashid and was closely related to them by marriage, as Governor of Hail, placing a small garrison of his own followers in the citadel. He and his son contracted matrimonial alliances with the Rashid and Subhan, and the Rashid family were removed to Riyadh, where they were treated with all honour.

Correspondence with regard to treaty between the 'Iraq and Najd.

I instructed the Political Agent at Kuwait to convey my congratulations to the Sultan, together with my appreciation of his conduct, and at the same time I pressed upon him the importance of an early meeting between himself and King Faisal, under my auspices, to establish a clear understanding as to the frontiers of the two Arab States and the treatment of tribal affairs. Ibn Sa'ud replied with the suggestion that a preliminary agreement on the principles of the proposed treaty was desirable, before the actual meeting of himself and King Faisal took place. To this, in accord with His Majesty, I agreed, but in intimating concurrence it seemed necessary, in view of the extravagant claims which Ibn Sa'ud was known to be contemplating, to lay down the *prima facie* basis on which, in my opinion, negotiations should be conducted, namely, that the tribes of Muntafiq, 'Anizah and Dhafir must be accepted as appertaining to the 'Iraq, and that the line of the frontier would be determined in accordance with predominant and prescriptive rights to watering-places.

As regards the 'Anizah, the attitude of the 'Amarat, under Fahad Beg ibn Hadhdhal, is one of unqualified determination to remain, as 'Iraq tribesmen, under the direct protection of the British Government. On the Syrian side of the desert, it would appear that the Ruwallah section of the 'Anizah are prepared to accept Ibn Sa'ud's suzerainty.

Akhwan propaganda and attack.

There had been for some time past friction between the 'Iraq Government and the Shaikh of the Dhafir, Humud ibn Suwait. Owing to his failure to control his tribe from raiding, his subsidy had been intermitted, while there was a large claim against him on the part of a group of Mosul merchants who had been robbed by his tribesmen in the previous spring. It was unfortunate at this juncture that King Faisal sanctioned in January the appointment of Yusuf Beg al Sa'dun as head of a Camel Corps which was intended to guard the southern frontiers of 'Iraq. Between Yusuf Beg and Ibn Suwait there was long-standing enmity, and the latter was likely to regard the appointment of his rival to control the southern marches as a direct blow aimed at himself. He did, in fact, repair at once to Riyadh, and though I requested Ibn Sa'ud not to receive him, on the ground that he was in trouble with the 'Iraq administration, my letter did not reach Riyadh until after his visit. He returned with presents from the Sultan of Najd and was accompanied by an Akhwan representative, Ibn Ma'ammar, despatched for the purpose of collecting tribute from the Dhafir as well as from 'Iraq shepherds pasturing their flocks in the desert.

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Meantime the arrival of a large body of Akhwan at Hafar early in February had alarmed the 'Iraq tribes, who withdrew to the neighbourhood of the railway, fearing reprisals for raids on the Akhwan, for which the Dhafir had been responsible during the winter. A few days later a section of the refugee Shammar, who were on their way to make submission to Ibn Sa'ud, were attacked near Shabikah, south of Najaf, by a Shammar Shaikh who had accepted the Akhwan creed. This episode, together with constant rumours that the Akhwan intended to move against the 'Amarat, increased the apprehension of the 'Iraq tribes. In the middle of February, Yusuf Beg and the Camel Corps moved out towards Abul Ghar, south of Suq al Shuyukh, where the Mutasarrif paid him a visit and exhorted the tribes not to pay tribute to Ibn S'ud. His action probably precipitated the issue. On March 11 the Akhwan leader, Faisal al Duwish, no doubt in collusion with Ibn Suwait, looted Abul Ghar, and, not finding the Camel Corps there, followed them to Shaqrah, some 30 miles south of the Basrah Nasiriyah Railway, and delivered an unprovoked attack on Yusuf Beg's men and the Muntafiq shepherds, who were camped in the vicinity.

The losses sustained both by the Camel Corps and the tribesmen were heavy, but in view of the very serious portent implied by the opening of hostilities with Ibn Sa'ud, I judged it necessary to obtain the instructions of His Majesty's Government, while keeping the Akhwan camp under aerial observation. On March 14th, however, aeroplanes were heavily fired upon and orders were, therefore, given for immediate measures in retaliation.

I lost no time in warning Ibn Sa'ud that the situation which had arisen was one of extreme gravity, and received from him an assurance that the Akhwan had acted without his authority, together with expressions of his deep regret for what had occurred and of his determination to inflict punishment on those who should be proved guilty. I acquainted His Majesty the King and His Highness the Naqib with the contents of this communication, which, together with my letter to Ibn Sa'ud, was published in the local papers. Meantime I had received instructions from His Majesty's Government to proceed with negotiations in the matter of the treaty between 'Iraq and Najd and to inform Ibn Sa'ud that temporarily the frontier between the two States should be considered to run along the lines I had previously indicated to him, *i.e.*, including the wells and pasturages of the Dhafir, Muntafiq and 'Amarat 'Anizah.

Provisional frontier.

I have laid down the provisional frontier as follows:—

From Kharjah on the Batn, about 40 miles N.E. of Hafar, thence due west, leaving Hafar to Najd and Dulaimiyah and Wuqubah to 'Iraq. Thence it will proceed north-west towards the Jal al Batn, leaving Umm al Radhumah and Zablah to Najd and Jumaimah to 'Iraq. The frontier will then touch the Jal al Bain at a point immediately south of Jabal 'Athman. Thence it will proceed due west between Lifiyah and Loqah and through Al Khir south of Lifiyah by Fijan, Al Buwaithah, Khashm al Ra'an, Quraiyit al Dhumran to Mughaiyir, and thence in a direct line towards Sakakah.

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As for the Shammar who had taken refuge in 'Iraq territory, encouraged by the obvious desire of Ibn Sa'ud to consolidate his conquest by propitiating the conquered, the majority have returned to their Arabian pasturages and adopted the tenets of the Akhwan. But many thousand tents, more especially of the 'Abdah section, have been withheld by personal disinclination from the creed of Najd or by private blood feud; these have remained, and are likely to remain, between the two rivers. We have, indeed, witnessed during the past year one of those episodes which from time immemorial have populated 'Iraq—the hungry desert has once more overflowed into the settled lands, to raid, to pilfer, and, finally, through a long and somewhat painful, if ultimately beneficial process of absorption, to settle down to husbandry.

3.—Persia.

In January, His Majesty the Shah, travelling strictly incognito, passed through the 'Iraq on his way to Europe. On his arrival at Baghdad, he was met by myself and representatives of the King, but the private character of his journey precluded any official reception.

Pusht-i-Kuh.

Relations with the Wali of Pusht-i-Kuh have been mainly concerned with the vexed question of the Wali's right to levy grazing fees on those sections of the Bani Lam who are accustomed at certain seasons to graze their flocks in Pusht-i-Kuh territory. In former days before the fixation of the Turco-Persian frontier, the Bani Lam were accustomed to graze free in what the Wali considered his limits; in return for which a small present of a horse or a few rifles was given to the Wali. On the conclusion of peace, however, the Wali claimed the right to collect the full tax in respect of the flocks grazing in his territory and based his claim on the contention that the custom whereby the Bani Lam had formerly escaped such tax had arisen solely out of the indeterminate nature of the boundary and that, since the fixation of the boundary by the Boundary Commission in 1914, there remained no justification for the custom. Attempts to induce the Wali to forego his claim and to continue the old friendly custom of reciprocal free grazing rights between himself and the Bani Lam proved unavailing, and, as the Wali's claim was legally justifiable, there remained no option but to recognise it. This decision is by no means pleasing to the Bani Lam Shaikhs who resent as a reflection on their dignity the necessity of paying the Wali for what they have received for generations by custom. The tension thus produced between the Wali and the Bani Lam has been increased by the truculent behaviour of the former who has twice in the last few months raided the flocks of the Bani Lam with the object either on making up arrears which he considers due to him, or of punishing those whom he suspects of attempting to evade payment of the tax. It is only with difficulty that the Bani Lam have been prevented from retaliating against these acts of aggression. The possibility of avoiding such disputes for the future and of

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saving the *amour propre* of the Bani Lam by making a fixed annual payment to the Wali through the 'Iraq Government in return for free grazing rights in the Pusht-i-Kuh is now under consideration and negotiations with this object in view have been opened with the Wali.

There can be little doubt that the Wali of Pusht-i-Kuh is anxious to take advantage of any weakness on the part of the 'Iraq Government to improve his own position at its expense. One of his methods, for example, has been to purchase, generally through an agent, estates contiguous to his own territory, but on the 'Iraq side of the frontier. The local Qaimmaqam has, however, refused his application for title deeds confirming these transactions, and the Wali has requested me to intervene on his behalf. I have referred the whole question to the Council of Ministers, pointing out the complications likely to arise if neighbouring potentates are permitted to own large estates in 'Iraq contiguous to territory which they control in an official capacity. The Council is enquiring fully into the Wali's claims and I do not anticipate that its decision will be in his favour.

APPENDIX 1.

PROCLAMATION TO THE TRIBES AND COMMUNITIES OF THE 'IRAQ.

The High Commissioner, Sir Percy Cox, wishes it to be understood by the tribesmen and communities of the 'Iraq that he has been deputed by His Majesty's Government to return to Mesopotamia in order to give shape to their fixed intention of assisting the leaders of the people to create a National Government. It is clearly difficult to carry out the wishes of His Majesty's Government as long as certain sections of the tribes and communities of Mesopotamia are in active opposition to the Government. It is thought that this state of affairs has to some extent resulted from misplaced doubts on the part of certain sections of the people as to the intentions of His Majesty's Government, but the High Commissioner believes that he has been able completely to remove all doubts among those with whom he has actually come into touch. He is at a loss to know for what object tribesmen are at present fighting and would be glad if they would put themselves in communication with the nearest Political Officer in case any misunderstandings exist which can be removed.

Dated 17th October, 1920.

APPENDIX 2.

INSTITUTION OF THE COUNCIL OF STATE.

Whereas by Notification dated the 17th June, 1920, it was announced that His Majesty's Government had authorised the calling of a General Elective Assembly for the purpose of preparing an organic law for 'Iraq:

And whereas it is considered expedient that, pending the convocation of such General Assembly and the framing thereby of an organic law, the Government of the Country should be conducted, subject to my supervision and direction, by a provisional national Government:

Now Therefore, I, Major-General Sir P. Z. Cox, G.C.I.E., K.C.S.I., K.C.M.G., by virtue of the authority vested in me as High Commissioner for Mesopotamia, do hereby proclaim as follows:

1. There shall be constituted a Council of State consisting of a President, Ministers for the following departments, Interior, Finance, Justice, Awqaf, Education and Health, Defence, Public Works, Commerce and such other members without portfolios as may be nominated.

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2. Until the organic law is promulgated and brought into effect, the Council of State and Ministers shall be responsible for the conduct, subject to my supervision and control, of the administration of Government, excluding foreign affairs, military operations and in general military affairs, except such military affairs as concern solely the locally recruited forces.

Made at Baghdad this 11th day of November, 1920.

P. Z. Cox,
High Commissioner for Mesopotamia.

APPENDIX 4.

COMMUNIQUE RELATING TO THE CAIRO CONFERENCE.

The primary reason for the Conference which has taken place in Cairo was the desire of the new Secretary of State to meet the British representatives of the spheres which come within the scope of his responsibilities, such as the High Commissioners of the 'Iraq and Palestine and the Governors of Aden and Somaliland, so as to acquaint himself at first hand with the current problems of the regions in question.

As regards Mesopotamia, the principal question to be considered was the necessity of a large reduction in military expenditure to enable the British Government to bear the burden of maintaining a stable position in the 'Iraq until the National Government can itself assume responsibility for the Arab State which it is the aim of His Majesty's Government to establish and foster.

His Excellency the High Commissioner and the Commander-in-Chief were able to present to the Conference proposals both for immediate and for gradual economies which, the Secretary of State hoped, would satisfy the views of His Majesty's Government and of the British public. At the same time the agreement which was arrived at pays due regard to the maintenance of internal security, the protection of the frontiers and the necessary financial arrangements for the progress of the Arab army.

A general amnesty will be declared at an early date and will include all who were concerned in the recent disturbances, with the exception of a few individuals who have committed heinous crimes, such as the murder of Colonel Leachman and offences of a similar nature.

When the Conference terminated, the Secretary of State proceeded to Palestine and thence to England in order personally to place before the Cabinet the results which had been reached. It is hoped that in the course of the next few days the approval of the Cabinet will be received by telegram, when H.E. the High Commissioner will make a further communication.

Dated Baghdad, the 12th April, 1921.

APPENDIX 5.

PROCLAMATION OF A GENERAL AMNESTY.

With the authority of His Majesty's Government, His Excellency the High Commissioner is pleased to announce, with effect from May 30th, a General Amnesty to Political Offenders on the following basis :—

1. Pardon is extended to all those who were concerned in the rising of 1920, in respect of offences committed as against the State in the furtherance thereof. Those who are detained or imprisoned will be set free, those who are fugitive are permitted to return without fear of prosecution with the following exceptions :—

(1) Individuals who at the time when they took part in the rising were paid servants of the Administration of the Occupied Territories, whose cases will be dealt with individually on their merits.

(2) The individuals listed below who are believed to be responsible for the commitment or abetment of certain heinous crimes and are at the present time fugitive from justice—

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(*a*) Shaikh Dhari, his sons Khamis and Sulaiman; Sarb and Salubi, sons of Mijbas; Daham, son of Farhan, all of the Zoba 'tribe, and all charged with the murder or abetment of the murder of the late Colonel Leachman.

(*b*) Jamil Bey and Hamid Effendi Dibuni, charged with being the immediate instigators of the murder of the late Captain Barlow, Lieut. Stuart and other British officials at Tall 'Afar.

(*c*) Jasim al Mu'ailu, of the Mahdiyah tribe, charged with the murder of the late Captain Wrigley.

(*d*) Muhammad al Mulla Mahmud, of Bahahsah, charged with the murder of the late Lieut. Bradfield, Hasan al 'Abd and Jasim al 'Awad, of the Bani Tamim tribe, charged with the murder of Mr. Buchanan.

(*e*) Nasir ibn Araidhir, 'Alaiwi al Jasim, Ibn Duraimidi, all charged with the murder of British prisoners.

(*f*) Basbus ibn Mahawwis, Na'mah ibn Dhu'ainah, all of the Jawabir tribe, charged with the murder of R.A.F. officers.

(*g*) Falih ibn Haji Sifr al 'Ajairib, of the Jawabir tribe, charged with instigating the murder of Lieut. Hedgar and five British gunners on the "Greenfly."

2. As regards individuals not concerned in the rising of 1920, but interned, exiled or fugitive in connection with political offences committed prior to the said rising, His Excellency the High Commissioner is authorised in principle to extend the amnesty to them subject to consideration of each case on its merits, on receipt of formal application addressed by the individual to the nearest British representative, or to the High Commissioner direct.

P. Z. Cox,

High Commissioner for Mesopotamia.

Dated 30th May, 1921.

APPENDIX 6

Monday the 18th April, 1921.

WITHDRAWAL OF SAIYID TALIB PASHA FROM THE GOVERNMENT AND BAGHDAD.

The High Commissioner thinks fit to acquaint the public with the grounds on which he has considered it necessary to withdraw Saiyid Talib Pasha from the Government and from Baghdad.

Before his departure for Cairo the High Commissioner had repeatedly made it known, both publicly and in personal intercourse with officials and notables, that it was his intention and the wish of His Majesty's Government to ensure that the people of 'Iraq should be left entirely free to express their wishes as to the form of Government they desired and the person of the ruler.

On his return from Cairo the High Commissioner repeated these assurances to H.H. the President of the Council and to Saiyid Talib Pasha, in answer to their inquiries.

On the morning of the 16th inst. the High Commissioner was notified of a speech delivered by Saiyid Talib Pasha to a distinguished company at a dinner party given by himself on the 14th instant to an English gentleman on a short visit to Baghdad.

In this speech Saiyid Talib, after repeatedly inquiring from his guest whether he could confirm the High Commissioner's assurances regarding the attitude of the British Government in this connection, and after asking how best he could ensure the removal of certain British officials from the High Commissioner's staff, of whose attitude he did not approve, went on to say that he and his countrymen were determined to see that the policy of His Majesty's Government was faithfully carried out in accordance with the above assurance. Then, turning to Amir Rabi'ah and Shaikh Salim Khaiyun, who were among his guests, he suggested that should there be any signs to the contrary, the Amir Rabi'ah, with 20,000 armed tribesmen and Shaikh Salim al Khaiyun,

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with his tribal following, would have to be reckoned with. He also had the temerity to associate the name of H.H. the Naqib with the same menace.

The High Commissioner has not the least doubt of the friendly attitude of the two chiefs referred to, or of the absolute integrity of purpose of H.H. the Naqib, but he considers that if he for a moment tolerated the utterance of such an unseemly threat of recourse to armed force against His Majesty's Government by a person in the responsible position of Saiyid Talib Pasha, he would be failing in his duty both to the people of this country and to the British Government. Accordingly, in the interests of law and order and good government, he felt called upon to ask the G.O.C.-in-Chief to arrange for the immediate removal of Saiyid Talib from the scene.

Saiyid Talib left Baghdad on the night of the 16th.

APPENDIX 7.

KURDISTAN.

The following communiqué from the High Commissioner was published by the Advisers in the Mosul, Kirkuk and Sulaimani Divisions, on May 6th, 1921—

"The High Commissioner has under active consideration the administrative arrangements to be made for the future of the Kurdish districts in 'Iraq. It has been represented to him that apprehension exists 'ess the interests of the Kurds should suffer by subordination to the national Government established in Baghdad, and that for this reason there is some demand for an autonomous regime.

At the same time the leaders of Kurdish opinion are understood to be fully alive to the economic and industrial ties connecting their areas with 'Iraq proper and to the inconveniences which separation might involve. In these circumstances His Excellency desires if possible to obtain an indication of the real wishes of the Kurdish communities. Should they prefer to remain under the 'Iraq Government, he is prepared to recommend to the Council of State a solution on the following lines :—

"*One.*—As regards the Kurdish districts of the Mosul Division which fall within the sphere of the British Mandate, a Sub-Liwa should be formed comprising the districts of Zakho, 'Aqrah, Dohuk and Amadiyah, with headquarters at Dohuk, the Sub-Liwa to be under a British Assistant Mutasarrif. Qaimmaqams for the time being should be British, but will be replaced by Kurds or Kurdish speaking Arabs acceptable to the Kurds as soon as competent men are forthcoming. This Sub-Liwa would be generally subject, for all financial and judicial purposes, to the National Government in Baghdad and would then naturally send representatives to the Constituent Assembly ; but for the purposes of general administration the Qaimmaqams would address the Sub-Mutasarrif while administrative appointments would be made by H.E. the High Commissioner in consultation with the local authorities.

"*Two.*—The High Commissioner will endeavour to arrange to associate British officers with the administration of Arbil, together with Keui Sanjaq and Rawanduz, and will secure that in the appointment of Government officials regard will be had to the wishes of the people. Details should be elaborated as soon as the situation admits.

"*Three.*—Sulaimani will be treated as a Mutasarrifliq governed by a Mutasarrif in Council ; the Mutasarrif to be appointed by the High Commissioner and to have a British Adviser attached to him. Pending the appointment of a Mutasarrif the British Political Officer will act in this capacity.

"To the Mutasarrif in Council will be delegated such powers, including right of appeal to the High Commissioner, as may be approved by the High Commissioner, after consultation with the Mutasarrif in Council on the one hand and the Council of State on the other.

"Qaimmaqams for the time being should be British to be replaced by Kurds as soon as competent men are forthcoming."

NOTE.—Appendices Nos. 3, 8, 9, 10, 11, 12, 13 and 14 have not been reproduced.

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REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON

THE MANDATED TERRITORY OF TANGANYIKA

FOR THE YEAR

1923.

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Report on the Mandated Territory of Tanganyika

for the year 1923.

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Report on the Mandated Territory of Tanganyika

for the year 1923.

GEOGRAPHICAL AND HISTORICAL NOTE.

1. The Tanganyika Territory consists of that portion of the former Colony of German East Africa which, under Article 22, Part I, of the Treaty of Peace with Germany, the Principal Allied and Associated Powers agreed should be administered under a mandate by His Britannic Majesty. The Territory extends from the Umba River on the north to the Rovuma River on the south, the coast line being about 500 miles in length, and includes the adjacent islands. The northern boundary runs approximately north-west to Lake Victoria at the intersection of the first parallel of southern latitude with the eastern shore (Mohuru Point). The boundary on the west starts at a point where the frontier between the Uganda Protectorate and ex-German East Africa cuts the River Mavumba, and follows roughly the eastern boundary of the former districts of Ruanda and Urundi to Lake Tanganyika. The western boundary then follows the middle of Lake Tanganyika to its southern end at Kasanga (formerly Bismarckburg), whence it goes south-east to the northern end of Lake Nyasa. Rather less than half-way down the lake the boundary turns east and joins the Rovuma River, whose course it follows to the sea. The total area is about 365,000 square miles.

2. Along the coast lies a plain, varying in width from ten to forty miles, behind which the country rises gradually to a plateau constituting the greater part of the hinterland. This plateau falls sharply from a general level of 4,000 feet to the level of the lakes (Tanganyika, 2,590 feet; Nyasa, 1,607 feet), which mark the great Rift valley extending northwards to Lake Naivasha.

The seat of Government is Dar-es-Salaam (population approximately 25,000), a modern town founded in 1862 by the then reigning Sultan of Zanzibar and subsequently occupied by the Germans in 1887. The town, which lies along the northern and north-western shores of an almost landlocked harbour about three miles long, is well laid out and the chief buildings are solid and well designed. The second town in importance is Tanga,

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136 miles north of Dar-es-Salaam and eighty miles from Mombasa. Other seaports are Pangani, Bagamoyo, Kilwa, Lindi and Mikindani. The most important inland town is Tabora, which has a population of 25,000, and is situated at the junction of the main caravan routes from the coast to Tanganyika and from Victoria Nyanza to Nyasa. Other inland towns are, in the north, Moshi and Arusha ; in the central area, Morogoro, Kilosa and Dodoma ; and in the south, Iringa, Mahenge, and Songea. On the great lakes the chief towns are Mwanza and Bukoba, on the Victoria Nyanza ; Kigoma, the terminus of the Central Railway, Ujiji and Kasanga, on Tanganyika ; and Mwaya, on Nyasa.

The highest points in the Territory are in the north-east, where are the extinct volcanoes, Kilimanjaro, which rises to 19,720 feet, and is snow-capped, and Mount Meru (14,960 feet). In the south-west are the Livingstone mountains, where the highest peak is over 9,000 ft.

3. The Territory was visited in 1884 by Dr. Karl Peters, who made twelve treaties with native chiefs, and in the following year the German Government established a Protectorate. This arrangement was recognised by the British Government in 1886.

Soon after the outbreak of the Great War in August, 1914, hostilities between British and German forces took place on the northern frontier of German East Africa. Early in 1916 Lieutenant-General J. C. Smuts attacked and defeated the German forces at the foot of Kilimanjaro, and occupied Moshi on 13th March of that year. By the end of 1916 all the country north of the Central Railway was effectively occupied by His Majesty's Forces or by Belgian troops, and a provisional Civil Administration was established in that area on 1st January, 1917, under Mr. (now Sir) H. A. Byatt, K.C.M.G. In November, 1917, the Germans were driven across the Rovuma River into Portuguese East Africa, and in March, 1918, the jurisdiction of the Administrator was extended to include the greater part of German East Africa. After the surrender of Major-General von Lettow-Vorbeck, upon receipt of the news of the Armistice, the military forces were withdrawn, leaving only a garrison of the King's African Rifles, and a Royal Commission was issued in January, 1919, appointing an Administrator. The Tanganyika Order in Council, 1920, (Appendix I) which was read and proclaimed in Dar-es-Salaam on 25th September, 1920, constituted the office of Governor and Commander-in-Chief.

The mandate lays down conditions directed against slavery, forced labour (except for essential public works and services), abuses in connection with the arms traffic and the trade in spirits, usury and the recruiting of labour : it safeguards the interests of natives in their lands and forbids the transfer of

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native land to non-natives except with the consent of the authorities, and it provides for complete commercial equality among nationals of States which are members of the League of Nations and for complete religious freedom.

GENERAL OBSERVATIONS.

The Central Government.

4. The Territory is administered by a Governor assisted by an Executive Council composed of the Chief Secretary, Attorney General, Treasurer, and Principal Medical Officer. There is no Legislative Council and Ordinances are enacted by the Governor on the advice of the Executive Council and are transmitted to the Secretary of State in whom is vested the power of disallowance. The powers of the Governor are defined in the Tanganyika Order in Council, 1920.

Departments of Government.

5. The principal departments of Government, whose headquarters are in Dar-es-Salaam, are those dealing with Agriculture, Customs, Education, Finance, Justice, Lands and Mines, Public Health, Police and Prisons, Posts and Telegraphs, Public Works, Railways, and Veterinary services. The Departments of Forestry and Game Preservation have their main office up-country, where they are nearer the centre of their activities.

District Administration.

6. For administrative purposes the Territory is divided into twenty-two districts, each of which is in charge of an administrative officer, styled in the case of the nine more important districts the Senior Commissioner, who is responsible to the Governor through the Chief Secretary for the administration of his district. These officers have a staff of assistants, and districts are, where necessary, divided into sub-districts in charge of an administrative officer responsible to the officer in charge of the whole district. The districts of the Territory are as follows, their boundaries being shown on the map attached to this report and their population in paragraph 23 :—

Dar-es-Salaam, Tanga, Pangani, Bagamoyo, Rufiji, Kilwa and Lindi which form the coastal belt ; Arusha, Moshi, Usambara and Kondoa in the northern highlands ; Bukoba and Mwanza which border Lake Nyanza ; Morogoro, Dodoma, Tabora and Kigoma on the Central Railway ; Iringa, Ufipa, Rungwe, Mahenge and Songea in the south-western area.

Duties of Administrative Officers.

7. Many and varied are the duties of the administrative officers who are the executive authority and carry out the expressed policy of Government ; they are empowered to hold courts and to administer justice subject to the direction of the

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High Court ; they are responsible for the collection of revenue, particularly hut and poll tax which, so far as possible, is paid to or under the direct supervision of the administrative officer himself in order that extortion or oppression by native chiefs or collectors may be minimised and that the aged and infirm may represent their claims to exemption. In the smaller districts where representatives of other departments would not be fully occupied, the administrative officers act as agents for other branches of the administration ; they are constantly on tour settling disputes, hearing appeals from native tribunals, advising on matters relating to native welfare, and, in those areas where there are European plantations, inspecting the conditions under which native labour is employed.

Native Administration: how organised.

8. The Territory is so vast in extent and its tribes are so different in language, customs, and characteristics, that it is difficult to give a description of administration which is of general application. In districts such, for instance, as Bukoba, Mwanza and Tabora, where the principle of hereditary chieftainship has long been established, the native administration is recognised and supported by Government and the administrative officer acts rather in an advisory or supervisory capacity. In other districts more remote from civilisation, where there is no strong native authority capable of governing, the influence of political officers is more direct but even in these districts the policy of Government is to encourage the establishment of a native authority and the participation of the natives in the management of their own affairs.

This work is only capable of gradual accomplishment and progress varies according to the natural ability of each tribe and to their power of adapting themselves to changed circumstances. The difficulties encountered in these out-of-the-way districts are well illustrated by the following account of native administration in the Rungwe district :—

" For some time after our occupation of the district, tribal authority was very limited and there was practically no native administration through the medium of native chiefs and village headmen. Among the causes for this state of affairs may be mentioned the fact that there are no recognised paramount chiefs in the area, the whole district being divided up between 198 chiefs each of equal status who, although in many cases closely related, are frequently on bad terms with each other and exercise no reciprocity in enforcing judgments given by the various village courts according to tribal law and customs. Consequently it was easy for a rebellious individual to defy his chief, leave his village and settle with a rival headman possibly only a mile or so distant. Apparently there were originally some fifteen paramount chiefs, but in the course of the last

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twenty years their spheres of influence have been repeatedly split up among their sons and other relatives. Continual boundary disputes resulted and jealously and ill-feeling was a natural corollary. A subsidiary cause for the inefficiency of native administration through the chiefs was the fact that in the past direct action through the medium of police and Government messengers had been relied upon in practically all native and tribal matters. As a result the natives lost all respect for their chiefs and the latter forgot or possibly had never been taught that they had any obligations towards their people as regards settling parochial matters, civil cases, marriage and divorce disputes, etc., and were also oblivious of their duty towards the Government as regards the prevention, detection and reporting of crime, and the maintenance of good order. They relied on the intervention of police and messengers in these matters." It is satisfactory to report that, as the result of continuous propaganda amongst the backward and untutored tribes of this area, there has been a marked awakening of tribal authority. The prestige of the chiefs is still weak but there are indications not only of a better demeanour on the part of the native towards his chief but of a greater willingness on the part of the chiefs themselves to exercise their authority and to insist on obedience from their people.

Problems of Coastal Administration.

9. In a few districts, principally those in the coastal belt, the Government inherited a system of administration which has little to commend it but which cannot, without upheaval, be at once abolished. These districts were divided by the Germans into *Akidats*, administrative areas in charge of a native official styled an Akida who was generally an Arab or Swahili and therefore an alien to the tribe amongst whom he was put. As a rule he possesses superior intelligence and initiative but he is often ignorant of tribal customs and ideas. It is hardly necessary to remark on the disadvantages of a system which interposes a non-tribal intermediary between the district officer and the villager and gives to a native official a degree of power which it is easy to abuse. To break up the system which has been in force for so long would be imprudent without substituting a policy which must take time to evolve. To quote from the report for 1920 :—

> " It would be preferable to reconstruct on the ruined foundations of the German system, bad though it was, rather than to attempt the impossible task of trying to create a purely native and non-Swahili authority even among the more primitive tribes. The line of development which appears to promise best is the maintenance of the German system in a modified form, with the Akidas deprived of much of their power ; as we get more closely in touch with the people, and understand their attitude

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and gain their confidence, we can generally replace the alien rulers by men more in touch with the tribes they represent, so that in time the Akida will become unnecessary, and on the death or removal of those existing there will be no necessity to replace them."

This is the policy which is being pursued and should be capable of fulfilment as, despite the intermingling of the various coast tribes and the cosmopolitan influence of Mohammedanism and Arab civilisation, there are still elements of tribal organisation remaining.

Powers of the Native Chiefs. The Native Authority Ordinance.

10. The powers of the native chiefs are defined by the Native Authority Ordinance, 1923, a consolidating act which replaced the Ordinance of 1921, which was found, when put to the test and after examination by the High Court, to contain many defects.

The discretionary authority given by the Ordinance is wide, but as all cases are reviewed by the Judges of the High Court any abuse of the powers conferred can be instantly detected. The Ordinance is printed *in extenso* in Appendix II.

The Administration of Justice.

11. The administration of justice in Tanganyika Territory is carried out by a High Court established under, and with the civil and criminal jurisdiction conferred by, the Tanganyika Order in Council, 1920, a Special Tribunal consisting of a judge of the High Court specially appointed by the Governor to decide civil causes and matters which arose before the commencement of the Order in Council, certain Subordinate Courts constituted by the Courts Ordinance, 1920, and certain Native Courts exercising jurisdiction as directed by the Governor.

The High Court.

The High Court has full jurisdiction, civil and criminal, over all persons and matters in the Territory, and exercises supervision over the working and proceedings of the subordinate courts whose records are inspected from time to time, and whose judgments are subject to review and revision.

A noticeable decrease occurred in the number of revisional orders made during the year. This is accounted for by a gratifying and continuous improvement in the work of the magistrates, due in part to the constant supervision exercised by the judges. The somewhat loose methods natural to a transitional period are yielding now to a more settled and orderly system.

The work of the Special Tribunal is nearly complete. The Tribunal has served a useful purpose in disposing of the arrears of civil claims caused by war conditions.

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Subordinate Courts.

12. Subordinate Courts exercise both criminal and civil jurisdiction. In criminal jurisdiction imprisonment may be imposed by subordinate courts of the 1st, 2nd and 3rd classes for terms not exceeding two years, 12 months and 6 months respectively, but in certain cases the Governor may invest any magistrate with power to try as a magistrate any class of offence and to impose any sentence which would lawfully be imposed by the High Court. This power has been exercised in the case of districts which are difficult of access by the High Court without undue expenditure of time and money and is a modification of the practice prevailing before the creation of the High Court. Courts so constituted sit with the aid of two or more assessors. Cases are examined by the High Court, and when sentence of death is passed the conviction must be confirmed by the High Court, and the sentence of death must be confirmed by the Governor.

Subordinate Courts exercise civil jurisdiction up to a limit of £100, £50 and £25 in the cases of 1st, 2nd and 3rd class Courts respectively, except in the cases of the 1st class Courts of Mwanza and Bukoba, where jurisdiction is permitted up to a limit of £300.

Establishment and Powers of Native Courts.

13. Progress has been made with the establishment of a regular native court system district by district in accordance with the requirements of each district. As administrative officers become familiar with the conditions of the various districts it becomes possible to estimate the capabilities of the chiefs for judicial work and the measures of supervision requisite in respect of them. Hitherto tribal chiefs have exercised jurisdiction accorded to them by the custom of the tribe subject to directions by the administrative officers. It has been found possible to extend this system and to accord them or other nominated chiefs sanction to try minor criminal and civil cases. The jurisdiction has been left somewhat indefinite within the limits of minor offences in order that the administrative officers may restrict or vary the jurisdiction of the various tribunals. Simple rules of practice and procedure and scales of fees have been prescribed by the judges of the High Court.

In the coastal towns and Tabora, advantage has been taken of the services of Liwalis who have been given jurisdiction to try minor criminal and civil cases. Liwalis, as representatives of the sultans, have exercised jurisdiction for many years, and are recognised by the native community as their natural arbiters in small disputes. They have been empowered to impose sentences of imprisonment up to fifteen days and fines not exceeding 40*s*. or, subject to confirmation by the administrative officer, whipping not exceeding six strokes. In civil matters they have been given full jurisdiction over all natives where the value of the subject

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matter does not exceed 500*s.*, full jurisdiction over Mohammedan natives in all matters relating to personal status, marriage, inheritance and divorce, and jurisdiction to hear any case which may be remitted to them by the magistrate or administrative officer in charge of the district.

Similar powers have been granted to chiefs in certain districts of the Territory. During the year provision was made for the formal establishment of native courts in Tabora, Kondoa Irangi and Dodoma districts. The administrative officer in charge of the district has been given power of appointment of members of the courts, power of restriction of jurisdiction, and supervisory power over their decisions by way of revision or of appeal.

Certain classes of cases have been excluded from the jurisdiction of native courts, *e.g.* :

(*a*) Cases in connection with marriage, other than a marriage contracted under or in accordance with Mohammedan law or any native law or custom, except where both parties are of the same religion and the claim is one merely for dowry.

(*b*) Cases relating to witchcraft.

(*c*) Cognisable offences committed in any place in the district which is declared to be a township and, unless transferred to them for trial, certain offences against game, forest, fiscal, mining or other special laws.

Provision has been made by Rules of Court for payment of fees. No fees are charged in criminal cases but in civil cases a minimum fee of one shilling is usually charged with a scale of 5 per cent. on the amount involved where the subject matter is capable of being estimated at a money value.

Trade Conditions in 1923.

14. In spite of the two months' cessation of business by Indian traders to which reference is made in paragraph 19, the year was one of general prosperity and progress. The encouraging results of the policy of promoting native production appear in the substantial growth of domestic exports, *i.e.*, exports of locally grown products, which, with the exception of sisal, coffee from the northern area and a part of the cotton crop are entirely the fruit of native agriculture. The steady growth of production is shown by the following comparative figures of the total value of domestic exports :—

1921	£1,246,870
1922	£1,441,587
1923	£1,657,601

In the same way the increase in native wealth and purchasing power is reflected by the import statistics, in which cotton piece

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goods figured very largely. The goat skins, hides, and bark cloth which formerly served the native for a covering are rapidly being discarded in place of imported cloth, so that in the more advanced districts it is a rare occurrence to see a native, other than one coming in from the outlying villages, dressed in anything but clean white garments. In Bukoba his sense of outward cleanliness has proportionately developed as there is now a local industry for the manufacture of clay "irons" for the ironing of his clothes. There is a keen demand for bicycles, sewing machines and other conveniences of civilisation, while some few of the wealthier natives have purchased or ordered motor cars. This general advance in the standard of living is, of course, more apparent in districts where the population is industrious and where conditions of soil, climate and markets are favourable: it has touched in a lesser degree the coast dweller, who is indolent and apathetic, and the natives of the south-west area who are distant many days' journey from the railway and whose prosperity is dependent on the improvement of communications which it has only recently been possible to consider. Merchants have undoubtedly enjoyed a more prosperous year and even the pessimists among them admit that business has improved. Most of the old stocks left on hand after the depression of 1921 and the early part of 1922 have been realised and fresh stocks imported, while new branches have been opened up and building operations are general. Prices reached a more normal level and the extreme fluctuations in the produce market which characterised the season of 1922 largely disappeared so that firms were enabled to adopt a more forward policy. Much injudicious gambling took place on the rise and fall of prices in the ground-nut market, to the discomfort of the Indian speculator, but on the whole the Indian merchant possesses much business acumen and seldom fails to take advantage of opportunities: one wealthy firm which obtained early information of the earthquake in Japan bought up and sold later at a handsome profit the entire local stock of Japanese cloth which is very popular with the natives.

15. Since the establishment of Civil Government in the Territory there has been no sign of native unrest and relations between Government and the natives have throughout remained most friendly. The border raids of previous years by natives of the Belgian sphere have not recurred and there has been a cessation of inter-tribal fights between the Kenya and Tanganyika Masai. A small affray which hardly merits mention occurred in the Bukoba district in November as the result of a dispute over the collection of the edible grasshoppers which make their appearance at that time of year and are esteemed as luxuries. The whole of the male inhabitants of one village turned out armed with spears and sticks to eject a party of neighbouring villagers who were accused of trespassing and some thirty people were injured in the mêlée, none, however, very seriously. The affair was repeated on

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the following day but quickly passed over. Relations with the Belgian Government continued to be amicable, and Belgian officials proved most courteous and obliging in matters affecting the natives living on the Bukoba-Urundi border.

The Anglo-Belgian Boundary Commission. Modification of the Frontier between Tanganyika and the Belgian Mandated Territory.

16. The Anglo-Belgian Boundary Commission appointed to determine the British and Belgian spheres in the north-west of the Territory continued its work which towards the end of the year was nearing completion. An important modification was made in the frontier previously agreed upon by the respective Governments and approved by the League of Nations. The boundary as originally drawn up under the Milner-Orts Agreement was intended to provide a corridor for the possible construction of a railway on the west side of the Kagera river to connect the Territory with Uganda, but this line cut off and placed under British administration a small portion of the domain of Musinga, King of Ruanda, the major part of whose kingdom lies within Belgian occupied territory. As the result of representations made to the Permanent Mandates Commission of the League, conversations took place between the Belgian and British Governments with a view to amending the boundary and His Majesty's Government, consenting to waive their rights over this strip of territory, joined the Belgian Government in a representation to the League of Nations for the adoption of the mid-stream of the Kagera as the international boundary. The new boundary, which is shown in the map attached to this report, was approved by the League and the Articles of the Belgian and British Mandates have been amended accordingly. The area, which was known as the Lukira subdistrict, was handed over on 31st December to the representative of the Belgian Government, who paid a generous tribute to the work accomplished under British administration.

Creation of a Reserve for the Masai Tribe.

17. The creation of a reserve for the sole use of the Masai, whose administration had hitherto presented many difficulties, was completed. A reserve for this pastoral and nomadic tribe had been defined in 1906 by the German Government but the limits proved from the outset entirely inadequate to tribal needs with the result that no serious attempt was made to confine the Masai to their boundaries and that the tribe continually trespassed on private or other tribal land in search of pasture and, being under no proper control, raided impartially the stock of the farmers round Arusha and of the more peaceful tribes adjoining their borders. This state of affairs became so intolerable that Germans, both official and unofficial, made representations to the Government on the subject, and an unofficial member of

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the German Legislative Council raised the question in Council in 1914, pointing out the inadequacy of the reserve and the urgent necessity of increasing it in the interests both of the Masai and the European. The Council concurred and approved the formation of a reserve, which should be adequate in extent, under a Commissioner responsible for Masai administration, but no action was taken, presumably owing to the war, to give effect to these recommendations. Such control as it had been possible to maintain before the war entirely disappeared during the early days of the local campaign, when the Masai country was the scene of much fighting, and the tribe during the next two or three years took to wandering further and further afield until they were scattered over no less than six districts. On the establishment of Civil Government the matter was carefully considered and as the result of investigation and experience the boundaries of adjoining districts have been slightly modified so as to bring the entire tribe within the district of Arusha, from which centre it will be administered. The reserve, as now extended, will meet the present and future requirements of the Masai and they themselves appear to be quite satisfied with the new agreement. A further adjustment of district boundaries was made so as to include in the Mbulu sub-district of Arusha those sections of the Wafiome and Tatoga tribes who were resident in Kondoa, an arrangement which will make for uniformity of policy as both tribes will in future be administered from one centre.

British Empire Exhibition.

18. The Territory is participating in the British Empire Exhibition, a sum of £5,790 having been raised for the purpose, of which £2,000 was contributed by Government and the balance by local interests. A committee was formed under the chairmanship of the Director of Agriculture to arrange for the suitable representation of the Territory and for the collection of exhibits of local produce and of native craftmanship and curios.

Protest against certain Fiscal Legislation: Indian Agitation.

19. For over six weeks in the year—from the beginning of April till the middle of May—all Indian shops throughout the Territory were closed as a protest against the fiscal legislation promulgated on the 1st April in substitution for the German laws relating to commercial taxation. The new legislation, which comprised the Profits Tax, Trades Licensing and Pedlars' and Live Stock Dealers' Ordinances, differed but little from the corresponding German enactments which had hitherto been applied under British occupation and it required the payment of dues similar to those which had been paid for many years during and since the German Administration. The new Ordinances improved the methods of assessment and strengthened the machinery for collection, particularly by the provision, to which

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the Indian community took strong exception, requiring business accounts to be produced if the trader wishes to avoid arbitrary assessment. The difficulty of ascertaining the trading profits of Indian shopkeepers drove the German administration to the expedient of arbitrary assessment of profits, an expedient which inevitably proved inequitable either to the taxpayer or to the State and, to a great extent, rendered the German law a dead letter. The necessity for keeping books of account in an intelligible form was urged by the Chamber of Commerce as an essential to accurate assessment on which the equity of the taxation depends and the principle is recognised in other territories, both British and foreign. Moreover from German records of 1913 it was discovered that the influential Indian traders themselves expressed a desire for the compulsory use of German in commercial accounts concurrently with the establishment of local schools of instruction. The Ordinances, which were published early in the year, passed without comment until late in March when a protest against their introduction was received from the Indian Association which appeared to be under an entire misapprehension as to their nature and effect and demanded their repeal, predicting, otherwise, wholesale insolvency and financial chaos. The operation and effect of the Ordinances were carefully and patiently explained to their representatives and it was made clear to the Indians that the maintenance of such statements of account as are required in English or Swahili involved no interference with the system of book-keeping in their own vernacular to which they are accustomed. These conversations had no result and all Indian shops closed on 1st April. The agitation was maintained until the middle of May when all Indian shops were re-opened. A considerable fall in revenue occurred during the suspension but this was wholly recovered by the subsequent volume of additional business, and the disorganisation of trade produced little effect or loss except upon the Indians themselves. Some inconvenience was caused to the general public and to the native population in the towns but as large quantities of produce were brought in from the country to replace the foodstuffs usually sold by the Indian shops no actual hardship or privation occurred, though supplies of sugar were at times difficult to obtain. The episode passed off without any public disturbance and with much less friction or ill-feeling than might have been expected, though it was unfortunate that such action should have prejudiced the revival of business in a year which opened with prospects of a much needed trade revival. The new legislation has worked smoothly and the most effective reply to the agitation awakened by its inception is that afforded by its results which show that the tax actually collected amounts to less than that yielded in 1919-20 and 1920-21 when the former German law was still applied. Certain amendments to the Ordinances were, however, drafted towards the end of the year with the object of affording relief to the small trader, and to clear up points of difficulty or obscurity.

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Destruction of Native Crops by Elephants.

20. Complaints by natives of the damage done by elephant have been freely made. There is no doubt that they are often exaggerated and are sometimes made merely in the hope of obtaining a supply of powder for their own muzzle-loading guns, with which other game may be hunted, but some districts have certainly suffered from the attentions of these animals, particularly the southern coastal area, where many isolated native villages were driven to migrate to other localities. There in some parts travelling before dawn is unsafe, and even at midday the roads are occasionally obstructed by parties of elephants, while plantations are stripped and grain stores broken down. It is conjectured that, as the result of promiscuous shooting during the war, when elephant meat and fat was a necessity to the German commissariat and when natives freely hunted with arms and ammunition picked up in the field, the herds split up and, disturbed in their natural feeding grounds, took to invading native plantations, and that many, once having acquired a taste for succulent native food stuffs, will not willingly forego it.

A number of special licences to shoot elephant in specified areas were issued to Europeans in the hope of driving the elephants back to the bush, but it is found that in many cases the herds merely move off to other areas which they raid until again driven off. Moreover, though every effort was made to ensure that the attentions of the licensees should be directed only to the garden-raiding elephants, the shooters, who were paid in ivory, were naturally tempted to study their own interests and frequently neglected the cows and young bulls, which create the greatest damage, for older elephants carrying heavier tusks which are not so often found in the plantations. It is yet too early to say whether the expedient will prove effective, but there are indications that there may be a repetition of the unsatisfactory state of affairs which followed the adoption of similar methods in Uganda. It may, therefore, become necessary in future to employ paid whole-time hunters, armed with heavy rifles, who, receiving a fixed wage regardless of the elephant shot, will only fire at elephants in or near cultivated areas and teach them that cultivation spells danger, so that thereafter, if they attempt to approach, the mere discharge of a native musket should scare them away. Organised shooting should be accompanied by closer native settlement, as it is manifestly impossible to protect outlying plantations on the fringe of or far within the forest, but this object can only be obtained in course of time with the goodwill and not by coercion of the native, who should swiftly appreciate its obvious advantages.

Issue of Powder and Caps to Natives for the Destruction of Vermin.

A quantity of powder and caps was distributed to natives to protect their plantations from vermin, and the annual licence fee for muskets was reduced to a nominal figure to permit of their

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retention for this purpose. The majority of these weapons are family heirlooms fit rather for the museum than for use, but they are effective against wild pig and baboon and even lions, of which, with leopards, no less than 263 were killed during the year in Tabora district alone by natives armed with muzzle loaders and supported at times by trappers from the Game Department. It is difficult, however, to ensure that the powder is always used for the object for which it is intended and not for poaching, and a native recipient asked by the Game Warden, who had concealed his identity, whether he had killed many baboon or pig, naively replied that he did not waste Government powder on such unprofitable and inedible game.

Guns in the Possession of Natives.

There are in the Territory about 12,000 muzzle-loading guns belonging to natives and 115 breech-loading rifles, which include a number temporarily on loan by the Game Department to responsible natives for use against elephant and carnivora. Permission to possess a modern rifle is only granted by the Governor, and then sparingly to a few natives, generally chiefs, whose respectability is undoubted. Owners of native muzzle-loading guns are, no doubt, tempted to disregard the game laws when opportunity offers, but the greatest damage to game is inflicted at organised hunts when the natives drive the animals through converging fences into lines of pits, where they despatch them. Three or four hundred head of antelope are frequently killed at one of these drives, which are common in the Musoma sub-district of Mwanza, but preparations are so swiftly and secretly made and the hunting grounds so far from district headquarters that, although detection follows, prevention is nearly impossible.

Protection of the Gorilla and Chimpanzee.

The game laws were amended so as to afford complete protection to the gorilla and chimpanzee, the latter of which is numerous in the thickly wooded kloofs on the shores of Lake Tanganyika.

Tsetse-fly.

21. Missionaries in Iringa district report that natives have this year brought in their herds from the hills to Madibira, which is now free of tsetse-fly. They attribute the disappearance of the fly to the special organisation of late grass burning, a policy which was started in 1921, when the possibility of the reduction of the fly by systematic burning was investigated. There was evidence to show that tsetse-fly increased and spread in localities in which the Germans had strictly prohibited all bush fires; while it was clear that early burning, that is before the grass was thoroughly dry, promoted, in course of time, a vicious thicket

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growth which is ideal for the protection and propagation of tsetse. So far as possible, therefore, natives were instructed to delay firing the grass until late in the year, when the undergrowth was thoroughly combustible and the fire so fierce as to destroy bush growth instead of merely singeing it. Though it is too early yet to judge of the success of the experiment as a whole, the results obtained at Madibira are distinctly encouraging.

International Conventions applied to the Territory.

22. There have been applied to the Territory the International Telegraph Convention, the Parcel Post Convention of Madrid and the International Postal Convention and the relevant articles of the Convention and Statute on the régime of navigable waterways (The Barcelona Convention, 1921). The provisions of the Convention for the control of the arms traffic signed at St. Germain-en-Laye and of the Opium Convention signed at the Hague in 1912 are embodied in the Arms and Ammunition Ordinance, 1922, and the Opium Proclamation, 1920, respectively.

POPULATION AND IMMIGRATION.

Population.

23. The population of the Territory according to the Census of 1921 was as follows :—

Europeans, 2,447, of whom 1,598 were British subjects.
Asiatics, 14,991, of whom 9,411 were Indians, 7,989 Goans and 4,782 Arabs.
Natives, 4,107,000.
No later figures are available.

The European population is composed of officials, planters, merchants and employees of business firms and estates, while Indians and Goans find occupation as shopkeepers, clerks and artizans.

Population of Districts.

The population of the various districts in 1921 was as follows :

Arusha	97,700
Bagamoyo	57,100
Bukoba	320,000
Dar-es-Salaam	149,100
Dodoma	270,900
Iringa	104,800
Kilwa	84,000
Kondoa-Irangi	196,700
Lindi	243,400
Mahenge	74,600

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Morogoro	174,300
Moshi	158,200
Mwanza	702,300
Pangani	74,900
Rufiji	83,200
Rungwe	237,200
Songea	148,200
Tabora	502,100
Tanga	86,700
Ufipa	93,600
Ujiji	139,500
Usambara	107,400

Immigration.

24. 2,126 persons entered the Territory during the year. Of these 561 were of European and American origin, 1,341 were Asiatics and Goans, while the remainder, 224, were Seychellians, Singalese, Chinese, Arabs and Somalis.

Ex-enemy nationals of States which do not yet belong to the League of Nations may enter the Territory only under licence from the Governor.

LABOUR.

Labour Legislation: The Masters and Native Servants Ordinance.

25. On the establishment of Civil Government by the British Administration the German labour laws necessarily remained in force in the Territory, but though they contained much that was beneficial in principle they permitted many conditions that were undesirable and gradually fell into abeyance. In the meantime enforcement of contracts and the settlement of disputes between master and servant became a matter of difficulty, while the resuscitation of the sisal industry foreshadowed a demand for recruited labour from the interior which it was deemed wise to regulate. By notice in the Gazette in 1920 Government laid down conditions and drew up a standard form of contract under which labourers could be recruited outside their own districts, but this notice had no legal force though, until legislation could be enacted, it served as a working arrangement and proved, on the whole, acceptable to and understood by all parties concerned. In view of the variety of considerations involved, some delay in the preparation of new legislation was inevitable and it was not until November that it was possible to enact the Masters and Native Servants Ordinance which was framed after a comparative study of other legislation relating to African labour and applies certain principles of the British Workmen's Compensation Act. The Ordinance which was promulgated on 1st January, 1924, and which

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is printed *in extenso* in Appendix III is designed to safeguard the interest of the native employee and, on the other hand, to ensure that the workman shall carry out the service which he has agreed to perform. It binds the employer to provide food, cooking utensils, water supply and proper housing accommodation where the native is not resident at his home—to supply medicines and, where necessary, medical attendance when sick—to make compensation for any bodily injuries received by the servant in the course of his employment unless these are caused by the servant's negligence—to pay wages monthly and if the servant has been brought from another district to repatriate him at the conclusion of his period of service. These conditions which apply to all servants, however short their term of service, particularly ensure the care of natives recruited for work outside the districts in which they live. These latter are generally engaged on a written contract which must be explained and assented to by the servant and be attested in his presence by a magistrate or an administrative officer, a precaution which enables the applicant for work clearly to understand the term of employment and defeats a recruiter who might make specious promises which he does not intend to fulfil. Labour agents must obtain permits from the administrative officer of the district concerned and may be required to deposit a bond, and, in addition, to furnish sureties. To contracts for service outside the Territory the consent of the Governor must be obtained and security for their proper execution must be deposited by the employer. Offences for neglect of duty and breach of contract are defined. Punishments can only be awarded by order of a court and the summary powers of correction exercisable under German law by an official at the request of an employer have been abolished. Employers are likely to experience much inconvenience and waste of time in bringing offenders to court owing to the great distances which, in some cases, it is necessary to travel but if they insist on prosecuting those who desert or habitually shirk their tasks it will not be long before the native recognises the necessity of regular work and the punctual performance of contracts. Regulations may be made to provide for the inspection of machinery and for the employment of child labour. As regards the latter it is not sought to prevent children from participating in coffee or cotton picking, a light and well paid task in which whole families as a rule engage when these crops are ready for gathering, but only to prohibit the employment of children on heavy manual labour or at such a distance from their homes that parental supervision is relaxed. Investigation has shown that the position has recently improved but legislation to remove these abuses will if necessary be introduced. By Regulations under the Ordinance the period of an original contract has been limited to six months, but a native may, if he wishes, renew the contract for a further period provided that the renewal is attested by a magistrate in the same way as a new contract. Employers would undoubtedly prefer contracts to be made for a longer period in the first instance

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as the cost of recruiting, bringing down and repatriating up-country natives is considerable unless spread over a long term agreement but in the native interest engagements in excess of six months are undesirable. A native agreeing to work, say, for a year, may find that this period is longer than he is inclined to complete or than he anticipated when he first sought employment. Moreover, prolonged absence from his home and his women folk loosens tribal and domestic ties and leads to the formation of temporary and irregular alliances—the crops are neglected and the wage-earner returns to a depleted grain store while, if his return is too long delayed, he is influenced by intercourse with the promiscuous alien natives and hangers-on who congregate in labour camps and becomes impatient and forgetful of tribal customs and obligations. Recruited labourers in general are improvident and usually find that what they have put aside at the conclusion of their agreement is less than what they had expected, so that the great majority work on for another month or two, living as cheaply as they can in the meantime in order to augment their savings before returning to their homes. A number of up-country natives settle down more or less permanently with their families on coastal plantations; in fact, 25 per cent. of the plantation labour in Tanga is composed of these.

Labour Supply during the Year.

26. The labour supply has proved sufficient for all demands in the highland districts of Arusha, Moshi and Usambara where there is a large population of native agriculturists residing near the plantations so that labourers can go to and from their work daily. In the districts of Tanga, Pangani and Lindi, where the majority of sisal estates are situated, the population is relatively small and the inhabitants are lethargic and disinclined to do more than necessary to meet the bare requirements of the household. Sisal planters have therefore been forced to rely on the up-country native for the bulk of their labour which, generally speaking, has supplied their requirements but, with increased production, a shortage of labour must be anticipated in these areas and the difficulties with which German plantation owners were faced in the past are bound to recur. Frequent inspections of labour settlements were made by administrative officers and it is satisfactory to record that estate owners have done well in providing good housing and medical aid, particularly on the larger plantations where every possible step is taken to secure the health and contentment of the worker, though it is reported that on a number of estates owned by non-Europeans the housing accommodation leaves much to be desired and that little attention is paid to sanitary arrangements. Legal action can now be taken under the Masters and Native Servants Ordinance against those employers who neglect their obligations in these respects. Numbers of natives deserted from coastal plantations and made their way to Zanzibar and Pemba, attracted by the high wages prevailing

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in those islands at the harvesting of the clove crop or seduced from their regular employment by native touts from Mombasa or Zanzibar. This movement of uncontracted labour out of the Territory was eventually checked and it will in future be possible to punish unlicensed recruiters who decoy natives from regular employment for which they have engaged and are not at pains to repatriate them. Efforts were made in Bukoba to discourage the employment by native owners of coffee plantations of labour from the sub-districts of Biharamulo and Lukira. Such labour is better and more remuneratively employed in cultivating its own areas and its employment leads to idleness on the part of the plantation owners themselves. An irresponsible number of these latter, enabled by the profits of preceding years to employ aliens to cultivate their crops, have spent their time in gossip and beer drinking and may, unless corrected, fall into more serious mischief.

Medical Examination of Recruited Labour.

27. Medical examination of all recruited labour prior to engagement is insisted on and the health of the workers has been good. Residence on the coast seems to have no ill effect on the native from the highlands but, on the other hand, the inhabitants of low-lying districts who proceed to high altitudes are extremely liable to pulmonary complaints which often prove fatal. For this reason requests from Arusha and Moshi to recruit labour from the Lake Victoria districts were refused after consultation with the medical authorities.

Slavery.

28. The status of slavery was abolished by the Involuntary Servitude (Abolition) Ordinance of 1922 and slavery no longer exists in the Territory. It was stated on page 9 of the Report for 1922 that in many cases former slaves had elected to remain in the service of their late masters as free men, a remark which appears to have given rise to the belief that the status of slavery still remained, which, of course, is not so. Ex-slaves have realised that work of some kind is necessary to existence whether it be work on their own gardens or service under a master, and several, rather than seek their livelihood in the service of some stranger, have preferred to remain on as paid servants of their old owners, many of whom have large cocoanut plantations and employ a number of permanent labourers.

RELIGIOUS AND SOCIAL.

Missions working in the Territory.

29. The following missions are working in the Territory :—

The Universities' Mission to Central Africa.
Church Missionary Society.
Church of Scotland Mission Society.

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Livingstonia Mission of the United Free Church of Scotland.
London Missionary Society.
Seventh Day Adventists.
Evangelical Lutheran Church.
American Inland Mission.
Moravian Missions.

The Roman Catholic Societies established are :—
The White Fathers.
The Fathers of the Holy Ghost.
The Swiss Capucin Fathers.
Italian Fathers of the Consolata of Turin.
The Swiss Benedictine Fathers.

The Watch Tower Church.

30. Certain leaders of the sect known as the " Watch Tower Church " caused trouble in the Kasanga area of the Ufipa district by commencing a campaign of abuse and vilification against the Roman Catholic and Protestant religions. Apostles of this sect first appeared in the Ufipa district in 1919 having entered from Northern Rhodesia. The movement, which appears to have political as well as religious motives, has spread northwards from Nyasaland where it was introduced in 1906 by a native preacher whose seditious and unsettling propaganda caused grave unrest. Its doctrine prophesies the speedy approach of the end of the world, once predicted for October, 1914, but then postponed to 1923, and preaches non-payment of taxes, the destruction of all forms of Government and the cessation of filial obligations. It is openly hostile to Christian missions and numbers amongst its native pastors not a few renegades ex-communicated from recognised missions for misconduct. Steps are being taken to deal with the ringleaders by deporting them to the headquarters of the district where they will be under close supervision and where their proclivities for stirring up strife can be checked.

The Credit to Natives (Restriction) Ordinance.

31. An Ordinance entitled " The Credit to Natives (Restriction) Ordinance," which was passed in January and came into force in April, 1923, was intended to give effect to the provisions in the Mandate relating to the regulation of usury. The Ordinance discountenances the giving of credit to natives by non-natives by refusing to the creditor any redress in the courts unless the transaction has been specifically approved by an administrative officer, and thus, while not necessarily prohibiting trade on credit, makes it clear that a trader giving credit to a native does so at his own risk.

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The Weights and Measures Ordinance.

32. The Weights and Measures Ordinance, 1923, applies Imperial Weights and Measures to the Territory, but cannot be brought into effect until the standards are available. Legislation to prevent fraudulent practices is very necessary, and the lack of standards leads to a great deal of fraud on natives, both buyers and sellers, since some petty traders do not scruple to tamper with scales, and have been known to call in the aid of native craftsmen to falsify spring balances.

Native Liquor: Controlled in Townships by the Native Liquor Ordinance.

33. The manufacture, sale and consumption of native liquor in townships is regulated by the Native Liquor Ordinance, 1923. Licences are issued by administrative officers which authorise the manufacture of liquor for consumption on the premises, or in certain cases for consumption off the premises to licence holders. Permits may be given to manufacture small quantities of beer for private consumption. Liquor may not be supplied to natives under sixteen years of age, to drunkards or to natives who are proved to the satisfaction of an administrative officer to be injuring their health or wasting their property by excessive drinking. The sale of liquor on credit is forbidden, and debts incurred for native liquor are irrecoverable. There are the usual provisions for the inspection of licensed premises, which must be kept clean and in a sanitary condition.

The Control of Native Intoxicating Liquor in Country Districts.

34. The manufacture, sale and consumption of native liquor outside townships is controlled by regulations under the Native Authority Ordinance, which vary according to local conditions in each district. While the control of drinking in townships is not difficult, the enforcement of orders in the country areas depends almost entirely upon the vigour and co-operation of the native authorities themselves, who alone can detect and report excesses. The extent of their support varies with the strength of native opinion which, while it can be enlisted in favour of the suppression of organised drinking bouts and of abstinence on the part of the young men, will not brook interference with old-established customs which demand the consumption of native beer. Where public opinion is dormant sobriety cannot be enforced by legislative action alone independent of other forces, but must be attained slowly through civilising agencies which will create a healthy tone in the community. It is a welcome sign, therefore, to note that in some districts economic influence is checking the use of grain in the brewing of native liquor. In the past the old men settled down after a good harvest to orgies of beer-drinking which generally lasted throughout the dry season,

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and missionaries have remarked that they used to pray that there should not be too great a harvest in the land, as the surplus grain was converted into beer. The value of crops as economic assets is now appreciated, and the women, whose hoes bring wealth to the men folk, now have a much larger say in matters affecting the tribe and take a strong line regarding the disposal of grain. They are not prepared to make any of the grain into beer until they have sold a sufficient quantity to satisfy the needs of themselves and their children for clothes and native ornaments and refit the household with hoes and cooking pots.

The Sale and Supply of Liquor to Non-Natives.

35. The Intoxicating Liquors Ordinance, 1923, which is founded on legislation current in Kenya and on Imperial Acts, replaces the liquor regulations of 1921, and is intended primarily to regulate the sale and supply of liquor to non-natives. As required by Article 5 of the Convention of September, 1919, relating to the Liquor Traffic in Africa, it prohibits absolutely the manufacture of potable spirits and controls the possession of stills. It forbids the supply of liquor other than native liquor to natives but exempts Mohammedan Indians from the somewhat vexatious restrictions placed on them by the German liquor laws.

PUBLIC HEALTH AND MEDICAL.

Hospitals.

36. At Moshi the buildings formerly used as a native hospital, which were not Government property, were sold and required for other purposes, but the local native chiefs showed their appreciation of the work done for their people by erecting, at their own cost, several large grass wards, which were occupied in March. These temporary structures it is proposed to replace in 1924 by a new permanent Indian and native hospital at a cost of £2,000. A permanent office, together with a dispensary and operating room, was constructed in advance. At Kigoma one block of a new permanent native hospital was completed, and the new hospital at Bukoba was occupied in July. At Namanyere and Igali hospital ward accommodation of a temporary nature was provided for the natives, and at Mikindani accommodation for twelve native patients was arranged in a permanent building not required for other purposes.

Native Attendance at Government Hospitals.

37. The confidence of the natives in the attention provided at the Government hospitals and dispensaries steadily increases: returns from all stations have not been received at the time of writing, but, at the twenty-six stations and sub-stations from which annual returns have been received, 16,482 in-patients and

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110,445 out-patients were registered in 1923 as against 13,650 and 103,409 respectively in 1922. At the Sewa Hadji Hospital, Dar-es-Salaam, the number of natives attending for treatment continues to increase, and accommodation has been taxed to its utmost throughout the year: 18,608 cases, including 2,857 in-patients, were attended to in 1923 as compared with 13,951 in 1922 and 8,000 in 1921.

Medical Work Performed by the Missions.

38. The missions accomplish much valuable medical work among the natives and include among their personnel four medical practitioners, several nurses and a number of members who have received some training in medical and nursing work.

Care of Sick Labourers on Plantations.

39. Some of the large sisal estates have a dispensary and a small hospital ward for sick natives on their plantations where medical attention is provided in minor ailments, the more serious cases being sent in to the nearest Government hospital.

Expenditure on Medical Services.

40. For the year ending 31st March, 1923, the recurrent expenditure on the Medical Department amounted to £90,000: for 1923–24, £104,000 was approved, while £116,000 was asked for in 1924–25, but even these increases do not permit of the extension which is desirable and necessary. State medical services are at present confined to the Government hospitals and dispensaries where natives come for attendance, while only in the more important centres is it possible to station European medical officers; and, though the missions cover a wide field in the districts, much remains to be done. Medical salaries are on the whole more generous than those of other departmental officers but it is difficult to obtain suitable candidates as medical officers, and the shortage was so severe that for part of the year there was no European doctor between Dar-es-Salaam and Tabora.

Public Health: Epidemics.

41. The Territory was remarkably free from epidemics of any kind and the general health compared favourably with previous years: plague and smallpox both showed a diminished incidence while there was only one outbreak of cerebro-spinal meningitis of any importance. This occurred in a few villages on the shores of Lake Victoria east of Mwanza, where ninety cases with eighty-two deaths were reported.

Early in the year epidemic influenza broke out in the south-western area. The movements of natives were restricted as far as possible but in the middle of the year cases occurred in the Songea, Lindi and Ufipa districts. A circular on prophylaxis and treatment had already been sent out and vaccine was supplied

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to the more important centres. The type of disease was not severe and the epidemic was always well in hand and had been completely stamped out by the end of the year. Influenza of a more severe type broke out in the neighbourhood of Singida during November but energetic measures were instituted and the disease did not spread to the surrounding districts. The following table shows the incidence of smallpox, plague, cerebro-spinal meningitis and influenza during the years 1921, 1922 and 1923 :—

Year.	Smallpox.		Cerebro-Spinal Meningitis.		Plague.		Influenza.	
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
1921	1,267	151	17	4	?	163	?	113
1922	390	46	9	6	52	40	1,176	37
1923	217	33	101	89	39	26	1,933	291

In addition there were several outbreaks of minor infectious diseases such as chicken-pox and mumps.

Sleeping Sickness.

42. Cases of sleeping sickness continued to occur in the Mwanza district, forty-nine cases being diagnosed during 1923 as compared with ninety-two in 1922. The removal of the natives from the neighbourhood of the forest appears to have checked the disease in the Sultanates of Itilema, Sengerema and Usmao, but in the Ntusu district where the removal was not so thoroughly carried out twenty-two cases were discovered. It seems certain that infection is acquired by the natives when visiting the tsetse fly forest to cut poles, make rope and for other purposes. The disease has shown no tendency to assume true epidemic proportions and a violent outbreak need not be apprehended. The Principal Medical Officer visited the area in September and October 1923 and took with him a supply of Bayer "205", but it is too early as yet to give any definite opinion as to the results of the treatment with this drug though the reports received to date are encouraging.

Venereal Disease.

43. Until a medical survey can be made and continuous travelling undertaken by medical officers the extent of venereal disease can only be estimated so far as the towns are concerned. Many of these are without doubt heavily infected and in the Bukoba gaol it was found that over 50 per cent. of the male prisoners and 25 per cent. of the females were syphilitic. Many natives present themselves for treatment but cannot be persuaded to continue to attend until they are properly cured. In the country

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districts where estimates of prevalence have been based in the past on non-professional opinion it is probable that the extent of venereal disease has been greatly exaggerated and that laymen have frequently diagnosed as syphilis symptoms which are certainly those of yaws, a disease which is known to be widespread throughout the territory, while even leprosy is frequently mistaken for it. It was found that on the medical examination at the Tabora hospital of two or three thousand natives recruited by private employers during the year less than 1 per cent. showed infection of venereal disease, while at Pangani hospital only thirty-six cases were found amongst 2,300 natives treated during the year. In Mwanza district, which had always been considered one of the centres of the disease, the medical officer reports that it is no more common than in most East African towns, and the Sultan of Mwanza is of the opinion that it is less widespread than when he was young. Evidence supports the view that its prevalence in the country, apart from the townships, has been magnified and that tribal custom is the main bulwark against its spread. The formation of relationships between the women of the tribe and strangers leads to abandonment of family ties, to the loss of the marriage dowry by the parents and of potential man power by the community, so that while no great importance is attached to intercourse before marriage, so long as this takes place with members of the tribe, public opinion discourages promiscuous relations with aliens. There are of course tribes whose moral laxity is more pronounced and it is among these that the disease is spread by itinerant native traders from the towns who are generally carriers of infection. The dangers of the disease and of their sequelae are constantly being brought to the notice of the natives and in the Mwanza and Tabora districts pamphlets have been distributed.

Treatment of Yaws.

44. A great step forward in the treatment of yaws was achieved by the adoption of bismutho-tartrate of potassium and sodium as a substitute for higher arsenical preparations such as neo-salvarsan, &c., which were hitherto regarded as specifics for the disease but were so expensive that their employment on a large scale was hardly possible. An account of the successful treatment of syphilis by bismuth at the Pasteur Institute in 1922 led the Deputy Principal Medical Officer, Dr. Shircore, to test its value in the treatment of yaws when it was found that even advanced cases were cleared up and apparently cured within a few days. The cost of this drug which, in the first instance, was prepared locally (and which still is in Kenya), is infinitesimal, working out approximately at a penny for ten doses as against six shillings for a dose of neo-salvarsan: for a small sum it should, therefore, be possible to initiate a campaign against the disease and, by means of travelling dispensaries working systematically over the country, largely to eliminate it.

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Malaria.

45. Malaria is common throughout practically the whole Territory and the mountainous areas in the north-east and south-west are the only districts where the danger of infection is not constantly present.

Sanitation.

46. The sanitary conditions of the towns has been maintained and improvements have been made to markets, slaughter-houses, incinerators and public latrines. The plans of a number of the smaller townships were completed during the year and the survey of some of the larger towns is still proceeding.

Township Rules.—New township rules, which were framed by a committee after careful consideration of local conditions and a comparative study of other legislation relating to sanitary matters in Eastern Africa, were brought into force on 1st April. Wide powers are given to the township authorities which will enable them to improve the sanitary condition of the areas under their control.

MILITARY AND POLICE.

Reduction of Military Forces.

47. The military forces were further reduced during the year by the disbandment of the remainder of the 2/1st Battalion of the King's African Rifles and consisted at the end of 1923 of 66 European officers and non-commissioned officers and 1,750 combatant native ranks, of which a large percentage is always on leave.

This probably constitutes a final reduction, at any rate for the time being, as the area to be protected is immense and the lack of internal communications prevents rapidity of movement.

Presentation of Colours to King's African Rifles.

48. Regimental Colours were granted to the 2nd and 6th Battalions of the King's African Rifles serving in the Territory and were presented with due ceremonial by the Governor.

The King's African Rifles Ordinance.

49. The Kenya Ordinances relating to the King's African Rifles were applied to the Territory but it was made clear that nothing in the Ordinances should authorise the employment of natives of Tanganyika in any manner contrary to the terms of the Mandate.

The Cantonments Ordinance.

50. The Cantonments Ordinance of 1923 applies certain restriction on the supply or possession of liquor and drugs by civilians entering areas in which troops are quartered. Native soldiers are, of course, punishable under military law for breaches

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of discipline in these respects but the Ordinance will enable action to be taken against the prostitutes and pimps who frequent the neighbourhood of barracks and are always ready to make a dishonest penny by offering illicit temptations to native troops.

The Police Force.

51. The police force consisted of 66 European officers and non-commissioned officers, 9 Asiatic and native sub-inspectors and 1,753 native ranks. The prison service which numbered 401 African warders is also under the direction of the Commissioner of Police.

Crime in 1923.

52. Crime has been normal during the year. Cases of ordinary theft showed a considerable decline and the exemplary punishments previously awarded to natives of the Arusha district for stock thieving have successfully acted as a deterrent. Thefts of telegraph wire ceased in the Kigoma district since copper wire, used for making necklets and bracelets, was replaced in this district by iron wire which has yet to become fashionable for native ornaments, but at Kilimatinde in the Dodoma district no less than six miles of wire were cut and taken by local natives. It was eventually recovered together with nearly sixty miles of old telegraph line, stolen, no doubt, during the war.

FINANCIAL.

New Fiscal Legislation.

53. In 1922 much important fiscal legislation was examined and overhauled and on 1st April, 1923, the following new Ordinances relating to taxation came into force :—

> The Profits Tax, Trades Licensing, Pedlars' and Live Stock Dealers' Ordinances, and the Hut and Poll Tax, House Tax, and Municipal House Tax Ordinances.

The Profits Tax and Trades Licensing Ordinances supersede but very closely resemble the German Industries and Trades Taxes which were leviable since British occupation. As stated in another part of the report, they at first excited no little opposition though, in fact, they imposed no additional burden on trade and merely provide for different methods of assessment and for more careful collection. The main points of difference between the new legislation and the old are that the deduction of household expenses in arriving at the expenses of a business is disallowed, but that allowance is now permitted for wear and tear of plant and machinery : that the fee for opening a business, which varied from

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24 to 400 rupees, has been abolished and that the German system of levying a tax at 1½ per cent. of the turnover where profits were not ascertainable has been abandoned. The new Ordinances impose an annual trading fee varying from £1 for a native to £20 for a wholesale trader and an annual profits tax of 4 per cent. on the net profits of the business. The Trades Licence fee is regarded as a minimum profits tax and is deductable from the profits tax when the latter exceeds the amount of the licence fee.

Hut and Poll Tax.

The Hut and Poll Tax, House Tax, and Municipal House Tax Ordinances which supersede the corresponding German legislation again differ only in their method of working and application and do not increase taxation from these sources, which, therefore, remains at the same rate as formerly. The Hut and Poll Tax Ordinance however makes one important departure from past practice, in that a native who has more than one wife now becomes liable to pay an additional hut tax in respect of each wife after the first even though no extra huts have been built for their accommodation. It was the invariable custom for a native having more than one wife to build a separate hut for each wife until plurality of wives increased his obligations when it became the practice in certain districts for polygamists to house two or three wives in one hut in order to save the extra tax. The change now made will prevent this overcrowding and ensure that the wealthy possessor of more than one wife does not escape his proper liabilities. The Hut and Poll Tax is at the rate of six shillings per hut or per head except in the Bukoba district, where it is nine shillings, and in the Kigoma district which was taken over from the Belgians in 1921 where the tax was reduced during the year to four shillings and in some parts to two shillings per head. The natives of Kigoma are so impoverished and their country so unproductive that only a small percentage of taxpayers were able to find the higher rate of tax. The rate of hut tax is lower in Tanganyika than in neighbouring territories as no increase seemed justified until the native had at least recovered his pre-war prosperity and until he was given the means to pay, but the time will soon arrive when some additional contribution to State services may equitably be expected.

Customs Tariff.

54. As the result of conversations which took place in 1922 between the Governments of Tanganyika, Kenya and Uganda a common customs tariff was introduced from 1st January, 1923. Under the new tariff specific duties were levied in addition to the *ad valorem* duties hitherto in force, export duties were entirely abolished and provision was made for the free interchange of

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locally grown produce or manufactured articles to which also some measure of protection was afforded. In the light of several months' working the tariff was amended as from 1st January, 1924, reductions being made on building materials such as cement, corrugated iron and timber, on motor cars and on wines, the trade in which had been killed by the former high duty.

Customs Receipts.

The partial recovery of business accounted for a substantial increase in receipts from customs duties for the financial year ending 31st March, 1923, while, as the result of further improvement in trade and of the new tariff, receipts for the last nine months of 1923 totalled £248,400, a figure which is not far short of the receipts under this head for the whole of the previous financial year.

Revenue and Expenditure.

55. Revenue showed a welcome increase of £250,000 from £978,192 in the preceding year to £1,228,586 for the year ending 31st March, 1923, while expenditure remained almost unchanged and totalled £1,811,872. As in previous years the deficit was met by a grant from the Imperial Exchequer in the form of a loan on which interest will be payable when the finances of the Territory are able to bear it, and an initial payment of £22,341 has been made in respect of interest charges on productive loan expenditure to 31st March, 1923.

The Territory has been severely handicapped in the past by heavy payments due to the War Office and the Salvage Commission, and by heavy expenditure in reparation of damage. Most of these extraordinary commitments have now been settled but capital expenditure on public works and railways is still required.

56. The following figures show the revenue and expenditure for the last five years :—

	1918–19	1919–20	1920–21	1921–22	1922–23
	£	£	£	£	£
Revenue	461,842	669,097	946,844	978,192	1,228,586
Expenditure—					
(*a*) Ordinary ..	308,311	428,471	908,611	1,156,142	1,267,427
(*b*) Extraordinary..	74,786	82,964	81,776	147,571	160,420
(*c*) Railways : ordinary and extraordinary ..	—	278,591	398,967	504,177	384,025
	£383,097	790,026	1,389,354	1,807,890	1,811,872

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57. The following figures show details of total revenue and expenditure under the various heads since the occupation of the Territory :—

Heads of Revenue.	Actual Revenue, 1917–18.	Actual Revenue, 1918–19.	Actual Revenue, 1919–20.	Actual Revenue, 1920–21.	Actual Revenue, 1921–22.	Actual Revenue, 1922–23.
	£	£	£	£	£	£
Customs	116,976	118,949	140,709	188,200	209,867	267,940
Port and Marine ..	383	642	15,375	30,666	24,308	25,547
Licences, Taxes, etc...	196,369	290,373	308,887	442,268	418,872	475,077
Fees of Court, or Office, Receipts for, or in aid of, Specific Government Services and Reimbursements.	8,462	24,379	41,216	71,644	63,565	83,390
Posts and Telegraphs	5,805	13,510	15,573	27,970	29,156	30,360
Revenue from Government Property. ..	3,579	6,363	11,601	18,991	26,041	34,730
Miscellaneous ..	5,751	7,626	31,958	10,818	9,592	83,358
Total	£337,325	461,842	565,319	790,467	781,401	1,000,402
Land Sales	—	—	—	—	1,125	638
Total	£337,325	461,842	565,319	790,467	782,526	1,001,040
Railways	—	—	103,778	156,377	195,666	227,546
Total	£337,325	461,842	669,097	946,844	978,192	1,228,586
Grant-in-Aid by Imperial Treasury. ..	—	—	—	316,000	92,109	—
Total	£337,325	461,842	669,097	1,262,844	1,070,301	1,228,586

Heads of Expenditure	Actual Expenditure, 1917–18.	Actual Expenditure, 1918–19.	Actual Expenditure, 1919–20.	Actual Expenditure, 1920–21.	Actual Expenditure, 1921–22.	Actual Expenditure, 1922–23.
	£	£	£	£	£	£
Pensions	—	—	—	—	718	882
His Excellency the Governor.	11,014	7,694	7,432	11,989	10,649	10,620
Secretariat ..			6,857	12,879	15,041	13,825
Printing and Stationery	2,269	3,460	3,895	13,606	12,100	10,583
District Administration.	69,935	102,077	107,014	167,294	185,650	167,826
Treasury	4,463	5,627	6,716	13,028	14,976	13,109
Customs	8,188	10,180	9,865	22,995	24,478	23,005
Port and Marine ..	—	1,877	28,496	45,023	49,020	44,410
Audit Department ..	1,057	1,503	1,462	8,697	7,759	7,620
Legal Department ..	140	1,636	2,556	13,338	25,822	23,902
Police and Prisons ..	30,110	61,424	59,565	108,751	119,453	123,564
Medical and Sanitation	10,393	35,382	48,807	90,787	101,918	89,999
Veterinary Department.	—	—	14,566	19,886	35,851	31,962
Education	—	—	174	3,106	8,058	9,359
Transport	2,013	3,895	2,665	6,569	9,714	8,598
Military (King's African Rifles). ..	—	—	—	123,783	190,237	160,398
Military (Commitments).	—	—	—	—	36,508	218,223

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Heads of Expenditure.	Actual Expenditure, 1917–18.	Actual Expenditure, 1918–19.	Actual Expenditure, 1919–20.	Actual Expenditure, 1920–21.	Actual Expenditure, 1921–22.	Actual Expenditure, 1922–23.
	£	£	£	£	£	£
Miscellaneous Services	2,322	38,023	44,379	33,692	28,969	34,608
Posts and Telegraphs	3,574	14,713	29,721	69,982	77,259	67,543
Lindi Tramway ..	—	—	—	—	2,505	3,244
Agricultural Department	1,652	4,269	2,176	6,127	16,761	19,982
Forestry Department			525	4,934	12,584	12,198
Game Department ..	—	—	242	3,234	8,365	10,216
Land, Survey and Mines Department.	—	—	—	4,199	19,436	25,226
Nyanza Salt Mines ..	—	—	—	—	5,998	7,323
Electricity Department	—	—	—	—	—	—
Public Works Department.	2,474	4,648	14,295	38,102	49,110	46,740
Public Works Recurrent.	3,678	11,903	37,063	86,610	87,203	82,271
Total Ordinary Expenditure.	£153,282	308,311	428,471	908,611	1,156,142	1,267,427
Extraordinary Expenditure.						
General	—	—	—	—	—	32,372
Public Works ..	300	3,543	15,095	41,419	117,973	111,416
Posts and Telegraphs	146	—	1,411	2,762	2,143	13,573
Port and Marine ..	—	13,362	51,997	17,021	27,455	3,059
War Expenses ..	13,970	57,881	14,461	20,574	—	—
Total Extraordinary Expenditure	£14,416	74,786	82,964	81,776	147,571	160,420
Railways.						
Railways Ordinary ..	—	—	262,240	349,611	384,509	350,407
Railways Extraordinary.	—	—	16,351	49,356	119,668	33,618
Total Railways ..	—	—	278,591	398,967	504,177	384,025
Total Expenditure	£167,698	383,097	790,026	1,389,354	1,807,890	1,811,872

CURRENCY.

58. The East Africa shilling is the standard coin of the Territory, the subsidiary coinage consisting of the silver half-shilling, or 50 cents piece, and copper or bronze coins of the value of 1, 5 and 10 cents. There are currency notes of 5, 10, 20, 100, 200 and 1,000 shillings.

The redemption of German currency was completed by the end of 1923, and it is estimated that very little now remains in native hands. It has been replaced by the currency referred to above which, however, is establishing itself but slowly, the shilling still being regarded as a half-rupee by the native, who for the most part continues to reckon in terms of rupees and hellers rather than in shillings and cents.

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Paper Currency.

Paper money is not popular with the natives because their huts are not safe depositories for notes, which are often eaten by rats or destroyed by fire. Moreover, they regard with suspicion the validity of this form of currency, of which their experience in the past has not been fortunate. As holders of a large number of German pre-war notes and interim notes they have received for them but a fraction of their face value, as the local assets of the bank which issued the notes proved on liquidation to be insufficient to pay more than a small dividend.

TRADE AND INDUSTRY.

Noticeable Improvement in Trade.

59. Signs were not wanting at the end of 1922 that a more prosperous future could reasonably be anticipated. The correctness of these indications is to be found in examination of the trade statistics and in the returns of revenue for the year. Markets recovered and not only did the tonnage of almost every domestic export show a substantial increase over the previous year but quality improved and values were more than maintained. In spite of the entire cessation of trade by Indian shopkeepers during April and May, to which reference is made in another part of the Report, imports show an increase of over 29 per cent. and domestic exports an increase of 27·5 per cent. over 1922.

The excellent figures for the latter furnish clear evidence that the policy of encouraging native production is a sound one, while the output of sisal indicates that estate owners are at last beginning to reap the reward of patience and hard work.

The improvement, which is sure and steady, will be maintained as it is not the result of any haphazard "boom" but of sound legislation and consistent effort.

Value of Trade.

60. The value of the trade of the Territory during 1923 was as follows :—

	£
Imports (exclusive of bullion and specie)	1,799,038
Exports	1,733,229
In transit	266,598
	£3,798,865

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Volume of Trade.

61. A comparative table of the value of trade volumes for the years 1921, 1922 and 1923 is of interest :—

	1921.	1922.	1923.
	£	£	£
Imports ..	1,426,125	1,386,212	1,799,038
Exports ..	1,246,870	1,441,584	1,733,229
Transit ..	142,764	270,866*	266,598*
	£2,815,759	£3,098,662	£3,798,865

62. Of the total trade of the Territory 46·6 per cent. passes through Dar-es-Salaam. The percentage of trade passing through other ports is as follows :—

Tanga, 19 per cent. ; Mwanza, 10·8 per cent. ; Bukoba, 9·1 per cent. ; Lindi, 5·5 per cent.

Imports.

63. The comparative values of the principal items of import for the years 1921, 1922 and 1923 are as follows :—

Article.	1921	1922	1923
	£	£	£
Cotton piece-goods	587,908	590,466	722,325
Food stuffs	129,157	141,312	132,179
Building material (including cement and galvanised iron sheets) ..	36,714	47,918	58,152
Kerosene and motor spirit	49,069	29,365	38,442
Cigarettes	15,990	16,028	16,063
Spirits	35,603	30,122	25,623
Tobacco	26,645	29,443	21,758
Wine and Beer	16,586	13,927	12,597
Machinery	37,930	17,811	19,425
Sundry iron and steel manufactures..	34,218	24,769	126,797

The value of cotton piece-goods imported has increased considerably and the large increase in iron and steel manufactures is due to heavy imports of rails for plantations and to Government imports for railway improvements. It is noticeable that the amount of grain and rice imported from India is now almost negligible, the value of rice imported during 1923 being only £4,612 as against £21,517 in 1922. A small import of rice from India is likely to continue to satisfy that section of the Indian community which demands a special quality of rice. Wheat meal and flour is imported to some extent, because although wheat is grown in certain districts the areas of production are so distant from the centres of consumption, namely the large coast

* These figures include £119,982 for 1922 and £55,876 for 1923, the value of goods in transit to the Belgian Congo.

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towns, that the cost of transport is prohibitive. Of the import trade 89·5 per cent. was with the United Kingdom and British possessions.

EXPORTS.

64. The following table gives the comparative tonnage of the principal items of export for the years 1913, 1920, 1921, 1922 and 1923:—

Article.	1913.	1920.	1921.	1922.	1923.	Value in 1923.
	Tons.	Tons.	Tons.	Tons.	Tons.	£
Sisal ..	20,834	16,663	7,923	10,224	12,845	367,228
Cotton ..	2,192	968	1,096	1,544	1,469	177,710
Hides and skins ..	3,456	2,466	356	1,518	2,068	117,554
Copra ..	5,477	4,404	4,514	4,771	6,669	131,536
Coffee ..	1,059	2,143	3,827	4,271	4,047	204,987
Groundnuts	8,961	3,237	8,448	12,518	16,508	264,129
Ghee ..	338	752	630	380	395	17,418
Grains ..	2,232	18,569	19,449	18,912	11,786	94,140
Beeswax ..	559	262	183	333	302	24,758
Sim-sim ..	1,476	856	1,385	2,778	4,435	75,527

The sisal industry shows a welcome improvement which may be expected to continue. The task of cleaning the estates neglected or abandoned during the war has required the greatest energy and resource and plantation owners are to be congratulated on the results. There is a falling off in the quantity of cotton exported, principally owing to adverse climatic conditions in the Lindi district where the crop is only half that of 1922, but the value of the export for the present year shows a pleasing increase due not only to improved market prices but to the better quality produced. The trade in hides has revived and the value of the amount exported is almost double that of last year. Copra, again, shows a substantial advance and the amount and value of the export has beaten previous records. The island of Mafia produces a particularly fine quality of copra and the estates there are kept well cleaned. The increase of 700 tons which this year shows over 1922 is an earnest of the expansion possible, and anticipation of a crop of 10,000 tons in the near future is not unreasonable. Native coffee from Bukoba, which accounts for £116,000 out of the total value of the coffee exports, is of a lower grade than the Kilimanjaro product but finds a ready market in southern Europe where it is used for blending purposes. Groundnuts are an exclusively native product of excellent quality and find a ready market. The output for 1923 was nearly a third greater than that for the previous year and has nearly doubled the record crop of German times. The export of grain shows a considerable decrease owing to larger local consumption in certain areas and a short maize crop which has held

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back supplies, and to the lack of a favourable market for millet. It is estimated that no less than 10,000 tons of millet are only awaiting an improvement in the market to be shipped from the southern coastal areas. Sim-sim, which is again entirely native grown, shows an increase and the crop has beaten previous records.

AGRICULTURE.

65. *Favourable Year for Agriculture.*—The year was exceptionally favourable for most crops, and abundant food crops were reported from all parts of the Territory. For perennial crops, such as sisal and coffee, the conditions were on the whole favourable. Cotton was adversely affected in some of the leading districts, particularly Lindi, by the torrential rain which fell shortly after planting, while on the Rufiji uplands the cotton did not develop owing to fierce sun and shortage of rain in April, though the low or river lands of the Rufiji yielded a handsome crop. Mwanza cotton made an excellent showing and despite the erratic rains the output was nearly doubled. Exports of cotton from this district have risen from 1,200 bales in 1921 and 2,500 in 1922 to 4,000 (estimated) in 1923, a figure which is just in excess of the pre-war record for the district. At that time, however, most of the cotton came from European plantations, whereas to-day the bulk is native grown. That the advice of agricultural officers and native instructors is being taken to heart is shown by the better quality offered and by superior grading. One enterprising firm offered prizes for the best graded cotton in the districts in which it operates. The price of unginned cotton of the first quality rose steadily from the opening of the buying season to its close, reaching as high as 42 cents per lb. of seed-cotton in the Morogoro district and 35 cents at Mwanza. These fluctuations are unfortunate as the native cannot grasp the intricacies of market variations and once having obtained a high price is disappointed if it is not maintained. That the high values which prevailed during the year will undoubtedly stimulate production in 1924 is clear from the increase in the area which has been prepared for planting, and in the demand for seed and from experimental plantings in districts where the crop has not been previously tried, but if prices then decline there may be a reaction with a fall in production until a more favourable market again acts as an inducement to planting.

Communal Cotton Planting.—In Tabora district an interesting experiment is being made in communal cotton planting. Partly owing to lack of transport facilities and partly to the demand by the Sultans for a portion of a crop as part of their customary tribute, it was noticed that numbers of natives did not trouble to harvest the small patches which they had planted with cotton. Thus effort was wasted and there was a danger of disease and pests spreading. The Sultans have now consented to give up their tribal rights to tribute so far as cotton is concerned and

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large areas are being planted under the supervision of the village headman and with the co-operation of the villagers themselves under a scheme of communal cultivation coupled with the introduction of ploughing and wagon transport. A ploughing school was established towards the end of the year and the docile type of ox is taking readily to the training, while the natives themselves, who are enterprising and energetic, are already showing the keenest interest and are apt pupils. Twenty-five ploughs have been purchased from a Government Loan Fund for use by natives in the planting season of 1924 and twelve wagons are on order for the ensuing harvests. There is little doubt of the success of this initial scheme and large developments may be expected to follow among the numerous cattle-owning natives (who are agriculturists as well) of the Tabora and Mwanza districts.

Empire Cotton Growing Corporation.—Much useful experimental work was conducted by the cotton specialist and the two assistants employed by the Empire Cotton Growing Corporation, which also made a contribution to the cost of the agricultural department to assist in the development of the industry.

Sisal.—Sisal production steadily increases and the pre-war record is likely to be reached in two or three years when the young sisal is ready for decortication. The published balance sheet of one large estate shows a profit of £25,000 and a dividend of 10 per cent.

Coffee.—The price of coffee maintained a high level and Kilimanjaro coffee, which is equal to the best East African, has fetched up to £5 10*s.* per cwt. The export of native coffee from Bukoba remains the same as in 1922, as, after the exceptionally heavy crop in that year, the trees have taken time to recuperate. It is reported also that a number of plantations have been attacked by beetles.

Rubber.—A rise in the price of ceara rubber in August and September rendered possible the tapping of trees at a very small margin of profit and enabled the custodian of enemy property to dispose of a number of rubber plantations for which there had been no previous demand. The majority of these estates, however, have not been worked and owners appear to be undecided as to the policy to follow owing to a set-back in the price towards the end of the year. At present most are hoping for an improvement in the rubber market, failing which they will probably cut down the trees and replant the estates with cotton or sisal, an experiment which a few have tried, though it is doubtful whether it is not cheaper to clear new ground. About 100 tons of raw and wild rubber valued at £5,400 were exported during the year.

Copra.—The export of copra has increased and some improvement in preparation and grading is apparent. The principal pest is the cocoanut thief, and the village natives clamour for severe punishment alleging that they are being ruined by thefts of cocoanuts, but detection of offenders is difficult. The system of auction

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markets for copra which was started in 1922 in some of the coastal districts has been extended, though Indian buyers have keenly opposed it and by the formation of rings and by other means have done their best to break it. The advantage of the market system to the native producer is that he receives cash down for his produce instead of a credit to his account at the local shop, but it is not popular with the small trader who prefers to exchange cheap cloth at a fictitious value for native produce.

Sim-sim and Chillies.—As regards other crops, reference is made under paragraph 64 to the remarkable increase in the export of groundnuts and to the attention which is being paid to the cultivation of sim-sim. In 1922 the high price fetched for chillies, which then stood at £90 a ton, led to the distribution of seed to natives of the Tabora district. Unfortunately the price steadily dropped to as little as £25 a ton and, though 519 tons valued at over £17,000 were exported as against a few hundredweight in previous years, the native recipient of Government seed reaped a poor reward for his labour, especially when it is remembered that the crop is a very unpleasant one to handle.

Rice.—Rice did well, and the export from the Mwanza district increased by 100 per cent. on the previous year, notwithstanding the fact that the prohibitive tariff imposed by the Kenya Government on imported rice, which made growing for export profitless, was not removed until late in the year when the rice crop was in the ground and when the news was too late to stimulate planting. Much development has taken place in the Arusha district, which is suitable for coffee, stock raising and mixed farming. Arghan fibre has been introduced by one planter, but is reported not to be thriving satisfactorily.

Appreciation by Natives of the Value of Economic Products.—1923 showed a very much larger number of native producers of export crops in respect of cotton and groundnuts chiefly. Realisation of the value of crops yielding a certain cash return is spreading quickly, and the increasing demand for seed, especially of cotton seed, of which the issue is strictly controlled by the Government, is reflected in increased Government expenditure on agricultural services. At the same time attention is being directed towards an improvement in the quality and the acre-yield of food crops, it being realised that the acreage devoted to their crops may be reduced without danger, thus allowing still further expansion of the acreage under export crops. Imported varieties of maize, beans and millets have been introduced, and the trials with these on the Government agricultural stations and at native schools have proved that many of them are suited to local conditions. Advantage is being taken of the existence of the native schools as a medium for propaganda and distribution and as centres for agricultural instruction and local experiments.

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The Amani Institute.—It has been necessary to defer any attempt at restoring the Amani Institute to its past utility until the financial position of the Territory and the satisfaction of more pressing services renders it possible to set aside a sufficient sum of money for the purpose. Very considerable expenditure would be necessary before Amani could recover its old prestige and before the fullest advantage could be taken of the exceptional opportunities which it provides for study and research. Proposals for converting the Institute into a Central Research Station, supported by contributions from all the East African Dependencies, are at present under consideration, and in the meantime the Institute has been closed and the staff retrenched except for a small labour gang which, under resident European supervision, will maintain the clean and orderly appearance of the estate and continue to preserve the valuable plantations of exotic trees and plants. The library, records and scientific equipment, which have remained intact at the Institute since it was taken over, are preserved and cared for.

VETERINARY.

66. *Rinderpest.*—As usual, the control of rinderpest absorbed most of the time and attention of the field staff. Throughout the year it was checked on every side in spite of the difficulties of maintaining proper quarantine, and most districts were free from it.

During the latter half of the year a widespread outbreak occurred in the southern portion of the Dodoma district, between the Central railway and the River Ruaha. This caused no little anxiety for some time owing to the grave danger of the onward extension of the infection into the Iringa district, where there are large numbers of highly susceptible cattle and where infection might have spread to the south-west area and Rhodesia. It is not easy to estimate the number of animals involved in this epizootic, owing to the broken and waterless nature of the local terrain, covered for the most part with dense bush and inhabited by people who used every artifice to conceal their herds from the officers dealing with the disease. Probably the number exceeded 30,000 head, amongst which a variable mortality was recorded. Owing to the prompt application of vigorous combative measures infection never extended beyond the Ruaha and was gradually suppressed. Towards the termination of the outbreak the seasonal rains removed all further cause for anxiety by swelling the Ruaha River so as to form a practically impenetrable barrier to surreptitious southerly stock movements and attendant risks of transmission of infection. By the end of the year the outbreak had been definitely stamped out.

The Mpapua Laboratory.—Formerly it was necessary to import anti-rinderpest serum at an annual cost of £4,000, but sufficient for all local requirements is now produced at the Mpapua Laboratory, which also supplied £500 worth of serum to Zanzibar.

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Other cattle diseases such as pleuro-pneumonia and east coast fever remained normal.

Ghee Production.—With a view to the improvement and development of the ghee industry a dairy expert was stationed in the Mwanza district throughout the year, to give demonstrations in the best methods of manufacture of this dairy product and to train a number of selected natives who, in due course, when they have attained the requisite degree of proficiency will, in turn, act as instructors. This is the commencement of a scheme which, it is hoped, will prove of considerable value when extended and applied later on to other cattle districts. Hitherto the manufacture of ghee by natives has been a haphazard and careless procedure, inferior, dirty and rancid butter being commonly mixed indiscriminately with the better materials. The losses attendant on this practice have been very great, but judicious propaganda and instruction are now doing much to establish more enlightened methods, and to encourage the native producers to put a first-class commodity on the market and thereby secure better prices.

Native Personnel.—The work of training native personnel continued, and by the end of the year eighty-four trained quarantine guards were working under the district veterinary officers, in addition to over thirty men still on probation under instruction. Candidates are specially selected from among intelligent, fit, young men able to read and write and to display an aptitude for the type of work expected of them. Many have already proved themselves to be reliable and diligent and show considerable promise. There is no doubt that the gradual education and organisation of suitable natives for service in the cattle areas has proved an economical and efficient means of extending the activities of the Veterinary Department.

FORESTRY.

67. *Conservation of Forests and Valuable Timber.*—Progress was made in the reafforestation of felling areas, the planting of nurseries and in the systematic exploration of the lesser known forests, and protective measures against fire and damage by man were carried out in as many of the more important forest reserves as possible. No serious fires occurred during the year and the destruction of forests by natives much diminished owing to the efforts of district officers and to educative propaganda in the schools. The preservation of valuable timber is as important in native areas as in the forest reserves themselves, and the co-operation of the native authorities was invited for this purpose. The elders of one district have applied to big shade trees the tribal law for conservation of the grass, which from time immemorial has demanded of any native starting a grass fire the payment of a bullock to his neighbour for the destruction of his

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pasture, which is so vital in the dry season, and of a goat to his chief for damage to the country as a whole. So any man who strips down a big tree will now compensate his fellows for loss of shade to the cattle.

The New Hornow Sawmills.—Towards the close of the year the sawmills at New Hornow in the Usambara mountains, which had lain idle since 1915, were purchased by tender from the Custodian of Enemy Property and passed into the hands of a company, which, by November, had already engaged technical staff and progressed far towards reconditioning the plant and wire rope-way, preparatory to beginning felling operations after the long rainy season in May, 1924. A feature of this company's production will be cedar pencil slats and creosoted yellow wood sleepers, both for export.

The Minziro Forest.—The Uganda Government, to which a concession over the Minziro Forest in Bukoba district had last year been granted, abandoned its project. The major portion of a detailed stock survey has been completed for an area of approximately 30,000 acres in Minziro in connection with the proposed Uganda working and will form the basis of a working plan for the management of the forest at some future date.

LAND.

68. *The Land Ordinance.*—The Land Ordinance was enacted during the year and came into operation from 26th January, 1923. Under this Ordinance the whole of the lands within the Territory are declared to be Public Lands, but the validity of any title to land or interest therein lawfully acquired before the date of the Ordinance is not affected thereby. The Ordinance provides for the granting of Rights of Occupancy for any period up to ninety-nine years. The maximum area granted under the Ordinance is 5,000 acres. No grant of freehold is to be issued except where this is necessary to give effect to any contract or undertaking by the former German Government. When a non-native desires a Right of Occupancy in respect of Public Land the rent to be charged in the first instance is determined by public auction subject to a reserve or upset rent, the initial rent being revisable at the end of thirty-three years and again at the end of sixty-six years. The upset rent varies for different localities, the minimum being 50 cents of a shilling per acre. The occupier has to undertake obligations as to cultivation, fencing and development according to the use to be made of the land.

Land alienated during the year.—Rights of Occupancy were granted over 4,099 acres in the Morogoro, Rufiji, Moshi, Dodoma and Tukuyu districts. It is not intended to dispose of any further land in the Kilimanjaro and Usambara highlands or north of the Pangani River where there is a large native population and where excessive alienation to German settlers left little room for tribal expansion.

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Water Rights.—Under the provisions of the Land Ordinance all water rights are reserved to the Government. Owing to the large amount of irrigation from public rivers, both by natives and Europeans, principally in the Moshi and Arusha districts, it was found necessary to introduce legislation for its effective control and to settle the disputes usually attendant on the diversion of water for irrigation purposes ; for this purpose an Ordinance to regulate the use of natural sources of water supply was enacted, which provides for the formation of District Water Boards with a central advisory Board for the Territory.

MINING.

69. *Gold.*—The output of gold from the reefs in the Mwanza district was disappointing, only 315 ozs. valued at £1,420 being exported, but the appliances used are primitive and claim-holders are not in possession of sufficient capital to instal crushing machinery.

The discovery of alluvial gold in Tukuyu district along the Lupa River which was reported in January proved to be valuable and 57 claims were pegged and registered during the year. The output was 1,639 ounces and the export 1,010 ounces, valued at £4,540. Crushing has not yet commenced on the Sekenke gold mine which is the largest in the Territory and was extensively worked in German times, but re-conditioning proceeded and the first stamp should fall early in 1924. The Gold Trading Ordinance to regulate trading in raw gold was passed.

Mica.—Mica has been extensively mined and nearly 32 tons valued at over £19,000 were exported. Most of the mines are situated in the Morogoro and Usambara districts but development took place in the Ufipa district where considerable deposits of clear ruby mica of large size were revealed.

MANUFACTURES.

70. There are no manufactures proper in the Territory, produce being exported almost entirely in a raw state.

EX-ENEMY PROPERTY.

71. The disposal and liquidation of ex-enemy property continued. The net proceeds of German estates are payable into a liquidation fund administered by the Custodian of Enemy Property who is charged with the payment of certain classes of debts due to, and of claims by, British nationals resident in the Territory. Any surplus is payable to the British Clearing Office for the purpose of satisfying similar debts and claims due to British nationals resident in the United Kingdom and British possessions, credit being given to Germany in accordance with the

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Treaty of Versailles. The total amount realised by the sale of properties since liquidation began amounts to £1,017,632. All the more valuable estates have now been disposed of, those remaining unsold being undeveloped town plots, plantations of little value and properties of which the titles have not yet been found.

The liquidation of ex-enemy assets proceeded and by the end of the year 812 estates had been scheduled for liquidation and 674 dealt with. This involved the investigation and assessment of approximately 5,000 claims and the disbursement of about £220,000.

BANKS.

72. Banking interests are represented by the Standard Bank of South Africa, Limited, which acts as bankers to the Government, and has branches at Dar-es-Salaam, Tanga, Tabora, Mwanza, Bukoba, Moshi, Lindi and Kigoma, the National Bank of India, Limited, and National Bank of South Africa, Limited, both with branches at Dar-es-Salaam and Tanga, and the Banque du Congo Belge, with branches at Dar-es-Salaam and Kigoma.

There is no Savings Bank in the Territory.

LEGISLATION.

New Ordinances Passed during the Year.

73. German law has by now been almost entirely replaced either by local Ordinances or by British or Indian applied legislation. In addition to the Ordinances to which reference has been made in other paragraphs of the Report, the following were passed during the year :—

The Destitute Persons Ordinance.
The Law of Property and Conveyancing Ordinance.
The Registration of Documents Ordinance.
The Land Registry Ordinance.
The Ex-enemies Land Holding Ordinance.
The Asiatics (Marriage, Divorce and Succession) Ordinance.
The Native Christian Divorce Ordinance.
The Highways Ordinance, to regulate traffic on roads and bridges.

EDUCATION.

Schools and Staff.

74. Free education is provided in the Government schools and by the various missions throughout the Territory. The former number sixty-five as against fifty-eight in 1922. Two new appointments to the European staff were made at the end of the year and a third European was lent

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by the Public Works Department as a technical instructor. Inspections were made by the Director of Education, and by the masters at Tanga and Bukoba of the elementary schools in their respective areas, but the distances to be covered and the lack of transport facilities make regular inspections a matter of difficulty and there are still a number of schools in districts away from the railway line which have yet to be visited by the Director. Administrative officers show the keenest interest in the schools in their districts, and in many cases give up much of their spare time and attention to them.

School Buildings.

75. Important structural additions were made to the primary school in Dar-es-Salaam where two class-rooms, being a section of the frontage of the proposed block of permanent buildings, were completed, but accommodation is still insufficient and industrial activities have been curtailed through the lack of suitable workshops. At Tanga certain buildings were evacuated by other Government departments and returned to the school and the workshop accommodation was enlarged. Three new schools were built by Government and ten were built or re-built by the natives themselves.

Primary Schools.

76. There are primary schools at Dar-es-Salaam, Tanga, Bukoba, and Tabora, though the last named will not be opened until early in 1924, owing to the late appointment of a master from England. The curriculum in these schools includes instruction in all branches of the English language, translation, geography, mathematics, history and typewriting, of a standard sufficiently high to fit the African for a boy clerkship on leaving. At Tanga, where there are now 374 pupils, progress, since the appointment of a European master, has been remarkable, and the Asiatic clerical staff in the Administrative Office at Tanga was entirely replaced, during the year, by educated Africans who have reached a very fair standard of ability and whose work was satisfactory. A dispensary was installed under the directions of the Medical Officer of Health and a small class of hospital dressers was started. These boys go on with their normal school work in the morning and attend lectures or practical demonstration in hygiene and first aid in the afternoon. Although the teaching staff at Bukoba was, up to November, exclusively native, good work was done and a satisfactory standard in the study of English was maintained. Up to the present the boys have been for the most part sons or relatives of the Sultans, but arrangements are now being made to assist, in deserving cases, boys selected from the district schools. The tone of the school is good and the material among the most promising in the Territory from an educational standpoint. Developments continue to be rapid and with the appointment of a European master the future in this district is bright.

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Industrial Education.

77. Industrial classes are held at the coastal primary schools, carpentry and tailoring being taught at both, and weaving and printing at Dar-es-Salaam, while bootmakers, blacksmiths and masons are trained at Tanga. The Tanga carpentry apprentices were anxious to be allowed to make something for the British Empire Exhibition; but, as the first apprentice was only signed on in July, 1922, it was with some misgiving that the news was received of their ambition to send a reproduction of one of the elaborately carved doors which have for so long been a feature in Zanzibar. The confidence of the native instructor in his pupils was, nevertheless, completely justified and an excellent replica which, with the exception of the brass hinges, was made entirely by the boys themselves in the sixteenth and seventeenth months of their apprenticeship, was forwarded to the exhibition. There is no doubt that the African is capable of being trained to a high state of efficiency in any skilled trade and that with adequate facilities he will be able to replace the indentured Asiatic artizan on whom East Africa at present relies. Further reference to the technical training of natives is made in paragraphs 89 and 93 of the Report.

Elementary Schools.

78. The elementary schools provide for the education of the peasantry whose inheritance is the land and for whom the more advanced training which is given to the town-bred native is not suitable. The curriculum includes reading, writing and arithmetic, Kiswahili, geography, and short courses in hygiene, but simple instruction in agriculture and the improvement of economic industries is the keynote of the educational policy. A garden is attached to every school where some demonstrations in alignment and proper spacing can be given and where experimental crops can be tried and good quality seed can be planted. In some districts permanent plantations of bananas and coffee trees have been established, and these will shortly come into bearing. Seed has been widely distributed, and in Kondoa district, for instance, every boy in the school received ten pounds of good quality seed of Hickory King maize, Proso millet, Soya and Canadian Wonder beans, all of which, though new to the district, gave a good yield. It is hoped to extend agricultural instruction until it embraces other subjects relating to rural economy, and in a small way a start has already been made. Among the cattle-owning tribes some tuition in animal husbandry should find a place in the curriculum, and for this purpose the wealthier fathers of the first pupils of the Tabora School have generously contributed the nucleus of a herd of cattle. To prevent the wanton destruction for fuel or cultivation of large areas of forest land which took place in the past it is proposed to use the schools as a medium of propaganda for reafforestation, and nurseries of trees have accordingly been started at several schools with the object of impressing on the children the importance of forestal

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conservation. The co-operation of the Agricultural, Veterinary and Forestry Departments in these projects has been obtained and, when available, the assistance of officers from those departments has been promised. Notwithstanding the shortage of fully trained teachers, a distinct advance has been made in elementary education during the year.

Hygiene and Medical Attention.

79. In all schools increased attention is given to hygiene, particularly in relation to insect-borne diseases and their prevention, and it may safely be anticipated that within a short time no child in a Government school will be ignorant of the dangers of the rat and the mosquito. Where medical officers are stationed, the pupils are regularly inspected and treatment is given to those who require it. Emphasis is laid on personal cleanliness and regular parades for bathing and the washing of clothes are held, a soap ration being issued for the purpose. Although every teacher is not competent to undertake it, physical drill is taught in the majority of schools and reaches a high standard in many. Games, usually football, are played regularly, and as all boys have to take their share in the cultivation of the school garden they do not lack physical exercise.

Appreciation of Education by the Natives.

80. Most tribes show a definite enthusiasm for education, though amongst the more primitive the women-folk display some mild opposition, as they like to retain their children at home. The most promising fields of education are the districts of Tabora and Bukoba, where the Sultans themselves have built a number of village schools for their people, and where the assistance of the parents may be counted on to secure regular and punctual attendance. The coastal towns, however, and in particular Dar-es-Salaam, present a different and difficult problem. The parent has lost all control and cares very little about the welfare of his child, and, having brought his boy to school, he considers in many cases that he has conferred an obligation on Government, and that so far as he is concerned there is nothing more to be done. He looks upon attendance as the concern of the education authorities alone, and makes no effort to see that his son attends regularly. Not only is he not prepared to help, but a view very commonly held is that a boy on joining the school becomes the property of the Government and that therefore it is incumbent upon the State to feed and clothe him. With such an attitude it is not easy to contend, and it is not surprising that the percentage of attendance at many of the coast schools is far from satisfactory. A School Board has been formed at Tanga from among the elders and parents, which visits the school from time to time and sees what is being done, but it remains to be discovered whether this corporate sense of responsibility is likely to continue or whether it is the result of a passing enthusiasm.

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European and Indian Education.

81. The Government makes an annual grant of £450 towards the cost of the schools for Dutch children in Arusha district, where there are now three schools, two new schools having been opened during the year. The daily attendance for all the schools was 102. There are a few schools for the Indian children in the larger towns which are privately maintained.

Expenditure on Educational Services.

82. The recurrent expenditure of the Department for the year ending 31st March, 1923, amounted to £9,359, and extraordinary expenditure on buildings, equipment and furniture to £2,207. The approved recurrent estimated expenditure for the year 1923–24 amounts to £13,000, while £18,000 has been asked for in 1924–25. This sum, though double that provided in 1922–23, is admittedly inadequate for the needs of the Territory, but expenditure on education, as on medical services, is almost illimitable, and the demands of the Department must bear some relation to the financial position of the Territory as a whole.

Mission Schools.

83. There are in the Territory upwards of 2,000 mission schools with a roll of over 100,000 scholars, which is just in excess of the returns for 1913, but though the number is impressive there are many schools where the teaching given has little educational value and where instruction is confined to reading and religious exercises. Some schools, again, meet only once or twice a week and others only in the afternoon, which is too short a period to afford much benefit to the children and is the complaint put forward by parents when submitting an application for the establishment of a Government school in an area already served by a mission. Instruction in industries and vocational training at present occupies but a subordinate place in mission educational work, a deficiency which is not due to failure to appreciate its importance but rather to lack of funds which still makes it impossible for industrial instruction to approach the standard of German days. Nevertheless in bringing into touch with civilising and educational influences thousands of natives to whom no other opportunities are available the missions have performed most valuable work, particularly considering the difficulties which they have had to meet, for there is little doubt that, like other institutions, they have suffered from post-war depression and that their supporters have not been in a position to contribute as liberally as before. The work of reconstruction, actual and spiritual, has been immense while the transfer of the interests of the German missions to other societies has taken time and a number of stations have yet to be re-opened. Like the Government, the missions have found it difficult to obtain a sufficiency of trained teachers owing to the closing of schools and missions during the war, but definite progress has been made during the year and a marked advance may be anticipated in 1924.

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Native Newspaper.

84. A monthly newspaper for natives written in Swahili and published at cost price was started in January under Government auspices. Its popularity may be judged by its circulation which rose from 2,000 to nearly 10,000 and by the contributions received from natives which became embarrassing in their numbers, particularly when each correspondent desired and was disappointed at not receiving a separate acknowledgment. The editing and management is in the hands of a committee consisting of four officials and two or three educated natives, which reviews the contributions received and discards those which are unsuitable or exceed legitimate criticism. The newspaper aims at being educational and instructional, each monthly issue containing some official contribution on agriculture, sanitation, schools, etc., in addition to news of the world and articles of current affairs or subjects of local interest. It spreads throughout the Territory a knowledge of Kiswahili, though the grammatical accuracy of its columns is classed as pedantry by the up-country native; but it is hard to please all, for to depart from correctness would excite the ridicule of the coastal reader whose home is the birthplace of the language.

CLIMATE.

Climatic Zones.

85. The climate of the Territory varies greatly according to the height above sea-level of the several districts. Roughly, four climatic zones can be distinguished, though even among these there are considerable local variations.

(i) The warm and rather damp coast region with its adjoining hinterland. Here conditions are tropical, though not unpleasant except just before and during the rainy seasons when the heat is trying and the atmosphere humid. The average yearly temperature is 78 degrees.

(ii) The hot and moderately dry zone between the coast and the central plateau (300 ft.—2,000 ft.). This zone is characterised by low humidity of atmosphere, less rain and a temperature rather lower but with greater daily and yearly variations.

(iii) The hot and dry zone of the central plateau between 2,000 ft. and 4,000 ft. in height. The climate of this zone differs, of course, greatly in parts but its prevailing characteristics are low humidity, little rainfall (at Tabora an annual average of 32 inches), a fairly high mean temperature with great daily and yearly variations, sometimes exceeding 36 degrees F. daily. The heat is dry but not so trying to the European as the moist and steamy warmth of the coast, while the nights are invariably cool.

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(iv) The semi-temperate regions around the slopes of Kilimanjaro and Meru, of the Usambara highlands, the Ufipa plateau, and the mountainous areas of the south-western area (5,000 ft.—10,000 ft.). Frosts occur at the higher altitudes and the nights are cold. These districts enjoy a bracing climate and alone can be considered healthy for Europeans, but prolonged residence in these altitudes is apt to produce nervous strain even though physical fitness is maintained.

There are two well-defined rainy seasons annually. Generally speaking, the long rains begin in February or March and last for two or three months, while the short rainy season extends from October to November, but the rainfall is low for a tropical country and droughts are not infrequent.

RAILWAYS.

86. *The Tanganyika Railway System.*—The Tanganyika Railway system consists of the following lines :—

(1) The Central Railway which is the main trunk line 772½ miles long connecting Dar-es-Salaam with Kigoma on Lake Tanganyika.

(2) The Tanga Railway 219 miles long which runs between the port of Tanga and Moshi on the slopes of Kilimanjaro.

(3) The Lindi Tramway, a narrow gauge line running between Mingoyo (near Lindi) to Ndanda.

Voi-Kahe Railway.—The Voi-Kahe Railway connecting the Tanga Railway at Moshi with the Uganda Railway at Voi was closed to traffic on 19th April, 1923. This line, which was built by the British troops during the war for military purposes, was hastily constructed and traversed country which was for the most part uninhabited and unproductive. The traffic from the Kilimanjaro area was insufficient to justify the recurrent annual working loss to this Territory and it was at first decided to pick up the track and to use it for railway extensions elsewhere. The line was eventually purchased from the War Office by the Government of Kenya and will in future be run under the management of the Uganda Railway. The Tengeni-Sigi Railway, fifteen miles long, a short branch line of the Tanga Railway, was closed to traffic in July. Except for a small quantity of coffee practically no traffic was carried over this line which only served the Amani Institute and a few plantations in the vicinity and was worked at an annual loss.

Extension of the Tanga Railway.—An extension of the Tanga line for twenty-two miles from Moshi to Sanya River on the borders of Arusha district was sanctioned and work commenced towards the end of the year

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Relaying of Central Railway.—The relaying of the Central Railway with fifty-five pounds British standard track in replacement of the old German forty-two pounds rail was commenced and thirty-eight miles were completed. This work will continue over the section of 115 miles between Dar-es-Salaam and Morogoro. The old rail when it is picked up will be used either to relay the section of the Tanga line between the coast and Mombo or will be available for railway extensions now under consideration.

Rolling Stock.—New rolling stock which was urgently needed arrived during the year and six new locomotives and twenty-one bogie wagons of twenty-five tons were erected and put on the line. New brake vans and passenger coaches have been under construction in the workshops and are nearing completion. They are built of local timber and almost entirely with African labour.

The Lindi Tramway.—The Lindi Tramway was opened to seasonal traffic but the volume of traffic carried and the revenue earned were disappointing and the inference is that the native in the Lindi hinterland prefers to carry his produce through to the coast.

Railway Tariff and Traffic.

87. A new tariff was completed and printed and comes into force on 1st January, 1924. Favourable rates are quoted for long-haul traffic with a view to attracting goods from the Belgian Congo, an increase in which will compensate for the loss sustained in working the Tabora-Kigoma Section of the Central Railway, a section which passes through a tsetse-fly belt and contributes nothing to traffic. As the result of conversations early in the year, orders were given for the transport to the coast of fifty tons of copper a month from the Katanga mines. It is gratifying to record that this order has since been increased to 210 tons of copper a week (10,000 tons a year) and sixty tons of tin ore a month. From June to December 1,756 tons of copper were carried to the coast. There is also a satisfactory increase in produce exported via Kigoma from the Belgian Territory of Ruanda-Urundi while up-traffic to the Congo shows a distinct improvement.

Statistics.

88. The following figures are given for the years 1922 and 1923 :—

	1922.	1923.
Expenditure	£387,821	£335,110
Gross earnings	£197,260	£223,719
Net loss	£190,561	£111,391
Passengers carried ..	202,480	190,834
Goods tonnage	58,559	79,263

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Employment and Training of African Artizans.

89. The policy of training African labour in skilled trades has continued satisfactorily during the year and, though progress is slow, it is steady as will be seen by the following figures showing respectively the number of Asiatic and African artizans employed on a given date in the last few years :—

	Number employed on			
	1-1-1920	1-1-1921	1-1-1922	1-1-1923
Asiatics	584	416	432	398
Africans	451	481	617	637

Demands on India for staff are now very small, while some trades are within measurable distance of being self-supporting. Boilermakers' work has come on well, and the number of machinemen has increased satisfactorily. Among the fitters and carpenters, the numbers engaged are satisfactory but instruction had already been given in these trades by the Germans, a remark which also applies to foundry work (moulding) where possibly the best results are found. In certain trades, *e.g.* spring smithing and carriage examining, little or no progress has been made and in metal turning the progress is very small. The boys of apprenticeship age are doing well and experience has proved that their value as apprentices is in proportion to the standard of education which they have reached in the schools. In Dar-es-Salaam the wood-working boys attend the Government school in the afternoon while the metal workers are given simple theoretical instruction by one of the European instructors on three afternoons weekly at the workshops. The success so far obtained is undoubtedly due in a great measure to the interest shown and the assistance given by the European artizan and workshop staff in helping the boys to learn trades. To make for further progress three more technical instructors have been asked for in the estimates for next year.

SHIPPING.

90. *Shipping Services.*—The following ocean-going steamship lines called regularly throughout the year at the principal ports :—

Union Castle Mail Steamship Company, Limited.
British India Steam Navigation Company, Limited.
Clan Ellerman Hall Joint Service.
Messageries Maritimes.
Holland East Africa Line.
Deutsche Ost Afrika Linie.
Marittima Italiana.

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Coastal services between the various ports in this and adjoining territories were maintained by the Zanzibar Government steamers and the British India Steam Navigation Company, Limited.

Towards the end of the year the Government s.s. " Lord Milner " was found to be unseaworthy, and the question of her replacement was under consideration.

Services on Lakes Nyanza and Tanganyika.—The ports of Mwanza and Bukoba, on Lake Nyanza, are regularly visited by the service of the Uganda Railway Marine which, during the produce season, is augmented by tugs and lighters. This dealt promptly and efficiently with the large shipments of exports. Dhows increased in number, and over fifty now ply during the season between the smaller lake ports and the clearing centres of Bukoba and Mwanza. Navigation was assisted by a rise in the lake level after the heavy rains in April, but the average level is considerably below that recorded some fifteen years ago, and, though there are cycles of rise and fall, there is no doubt that a gradual decline is continuing.

The Government steamers on Lake Tanganyika were laid up for repairs for the greater part of the year, but communications have been maintained by steamers of the Grands Lacs Company.

Salvage of s.s. Goetzen.—Arrangements for the salvage of the s.s. " Goetzen," which was sunk by the Germans at Kigoma during the war were well advanced early in the year, but operations were delayed owing to the non-arrival of apparatus from England, and were eventually suspended in September owing to the failure in succession of each of the lifting pontoons. The work was recommenced and was proceeding successfully at the end of the year.

Tonnage.—The number of ocean-going steamers other than coastal which entered and cleared at the coast ports of the Territory during 1923 is given below :—

Nationality.	*Number.*	*Tonnage.*
British	300	489,297
French	51	189,966
Dutch	59	218,688
Italian	9	21,615
German	8	38,368

2,638 dhows, with a total tonnage of 142,674, entered and cleared at the ports of the Territory.

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ROADS.

91. *Construction of Arterial Road to the South-Western Area.*—The construction and bridging of the Dodoma-Iringa road was commenced, and is expected to be completed in 1925. It will open up the rich country in the south-west of the Territory, and will be the first section of a fly-free route from Lake Nyasa to the railway.

Maintenance Work.—Heavy floods carried away many bridges in the Moshi-Arusha road. These were replaced and a number of new bridges were completed. Improvements to roads and bridges were carried out on all the more important trunk roads.

The Tabora-Mwanza Road.—The proposed construction of a fly-free road between Mwanza and Tabora is in abeyance pending consideration of a projected railway extension from Tabora northwards in the direction of Mwanza. There is pressing need for improved communication to tap the great productive centres of Kahama and Shinyanga in the district of Tabora, as road construction has not kept pace with the economic development of the interior. The native is learning that the time spent in carrying loads can be more profitably employed in the planting of economic crops, so that any further increase in native production will result in a demand for porter transport in excess of the supply of carriers. In outlying parts of Tabora district it was estimated that at the end of the year several hundred tons of produce were still lying in the Indian trading centres owing to the advent of the planting season and the consequential dearth of porters. Ox-wagons have increased in numbers, and reference has been made above to the initiation of communal transport in the Shinyanga sub-district of Tabora, but the wide distribution of the tsetse-fly limits the areas in which animal transport can safely be used.

POSTS AND TELEGRAPHS.

Postal Traffic.

92. There was a large increase in postal traffic, the total increase in the volume handled amounting to 17·95 per cent. over the previous year, excluding parcels which showed an increase of 12·88 per cent. At the same time it was possible to effect considerable economies in the staff. A Post Office Handbook which forms the nucleus of a post office guide was issued for the first time, and contains much information of interest to the public.

Employment of Africans in the Postal Service.

93. The establishment of the department consisted of 77 Europeans, 47 Asiatics, and 538 Africans; among the latter are included 20 sub-postmasters and clerks, 83 telegraphists and

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telephonists, 21 learners, and 154 telegraphic linesmen. It is pleasing to report that the policy of increasing the responsibility of duties entrusted to Africans has met with success. In addition to telegraph and telephone operating, the work of sub-postmaster, which includes telegraphic, counter and sorting duties, is performed by them in some stations, and in one case an important sub-office, formerly controlled by an Asiatic, is now in sole charge of an African. It is to be regretted, however, that the number of suitable candidates forthcoming is below the number of posts which could be filled, so that the continued employment of European and Asiatic staff, with contingent higher expense, is necessitated. The department undertook the training of telegraphists for employment as signallers on the railway, and a few scholars from the Government school received instruction in telegraphy for two hours daily.

TELEGRAPHS.

94. The Eastern and South African Telegraph Company has an office in Dar-es-Salaam and communication by cablegram is possible with all parts of the world. Daily letter telegrams for Great Britain and Ireland at a quarter of the full rates were instituted on 1st November and the service is popular. The Tanganyika telegraph system is connected with Kenya and Uganda, the Belgian Congo and with the lines of the African Transcontinental Telegraph Company in the south-west. The Belgian Government has a wireless station at Kigoma.

AERODROMES.

95. Aerodromes at Tabora and Mwanza were maintained during the year but no aeroplanes were flown in the Territory.

PUBLIC WORKS

96. *Heavy Programme of Public Works.*—An extensive programme of new works was inaugurated and a number of works which were under construction at the beginning of the year were completed.

In Dar-es-Salaam the new native market was opened and a new fish market was begun, while the town water supply was further extended enabling many new consumers to be supplied. A new mess for the officers of the King's African Rifles which was commenced in 1922 was handed over for occupation in June. The building programme both in the capital and in the out-districts proceeded and included the design and construction of bungalows, gaols, hospitals, schools, markets, abattoirs, etc.

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Investigations and borings were continued in connection with the harbour development scheme and final drawings and estimates were prepared. The proposals, which should suffice to meet requirements for some years to come, involve the extension of the existing wharf front and the retention of the lighterage system.

Water Conservation on Masai land.—Two dams have been constructed in the Arusha district for the Masai who were anxious for some scheme of water conservation and were prepared to subscribe the cost which, with the exception of a small Government grant, was accordingly met by the tribe. The furrows and dams which have been constructed render it possible for a large area, hitherto waterless, to be inhabited by the Masai during all seasons of the year while natives of other tribes with their flocks and herds are now able to use roads that were formerly closed in dry weather. To extend the facilities and to encourage spontaneous effort the Government approved a substantially increased contribution for the future.

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APPENDIX I.

Government Notice No 80.

AT THE COURT AT BUCKINGHAM PALACE,

the 22nd day of July, 1920.

Present,

THE KING'S MOST EXCELLENT MAJESTY IN COUNCIL.

WHEREAS by the Treaty of Peace between the Allied and Associated Powers and Germany, signed at Versailles on the Twenty-eighth day of June, 1919, Germany renounced in favour of the Principal Allied and Associated Powers all her rights and titles over her Oversea possessions :

AND WHEREAS the said Treaty having been duly ratified as therein provided came into force on the Tenth day of January, 1920 :

AND WHEREAS it has been agreed between the Principal Allied and Associated Powers that the territories of Africa situate within the limits of this Order (being part of the territories formerly known as German East Africa) shall be administered by His Majesty the King, subject to and in accordance with the provisions of the said Treaty :

AND WHEREAS accordingly by treaty, capitulation, grant, usage, sufferance and other lawful means His Majesty has power and jurisdiction within the said territories (hereinafter called the Tanganyika Territory) :

NOW, THEREFORE, His Majesty, by virtue and in exercise of the powers on this behalf by the Foreign Jurisdiction Act, 1890, or otherwise, in His Majesty vested, is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows :—

PRELIMINARY.

1. This Order may be cited as " The Tanganyika Order in Council, 1920." Title of Order.

The limits of this Order are the territories comprised in the Tanganyika Territory, which includes the territories bounded on the east by the Indian Ocean ; on the north by the frontiers of the East Africa and Uganda Protectorates ; on the west by the Belgian Congo, including that part of the territories formerly known as German East Africa placed under the administration of Belgium in accordance with the hereinbefore recited Treaty ; and on the south by the frontiers of Northern Rhodesia, the Nyasaland Protectorate and Portuguese East Africa, and within the territories comprised in the Tanganyika Territory are also included Mafia Island and all adjacent islands between the mouths of the Rivers Rovuma and Umba, which do not form part of the dominions of His Highness the Sultan of Zanzibar. Limits of Order.

The said territories are in this Order referred to as " the Territory."

2. In this Order— Definitions.

" Secretary of State " means one of His Majesty's Principal Secretaries of State ;

" Public Lands " means all lands in the Territory which are subject to the control of His Majesty by virtue of any Treaty, Convention, or Agreement, or of His Majesty's Protectorate, and all lands which shall have been acquired for the public service or otherwise howsoever ;

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" Gazette " means the Gazette of the Tanganyika Territory ;

" Person " includes Corporation ;

Words importing the plural or the singular may be construed as referring to one person or thing or to more than one person or thing, and words importing the masculine as referring to females (as the case may require).

3.—(1) Where this Order or any Ordinance confers a power or imposes a duty, then, unless a contrary intention appears, the power may be exercised and the duty shall be performed from time to time as occasion requires.

(2) Where this Order or any Ordinance confers a power or imposes a duty on the holder of an office, then, unless a contrary intention appears, the power may be exercised and the duty shall be performed by the holder of the office for the time being or by a person duly appointed to act for him.

(3) Where this Order or any Ordinance confers a power to make rules, regulations, or orders, then, unless a contrary intention appears, the power shall be construed as including a power, exercisable in the like manner and subject to the like approval and conditions (if any) to rescind, revoke, amend or vary the rules, regulations, or orders.

(4) Expressions defined in this Order shall have the same respective meanings in any Ordinances, rules, or regulations made under this Order, unless a contrary intention appears.

ADMINISTRATION.

Office of Governor constituted.

4.—(1) His Majesty may, by a Commission under His Sign Manual and Signet, appoint a fit person to administer the Government of the Territory under the designation of Governor and Commander-in-Chief, or such other designation as His Majesty thinks fit, and the person so appointed is hereinafter referred to as the Governor.

Governor's powers and authorities.

(2) The said Governor is hereby authorised, empowered, and commanded to do and execute all things that belong to his said office, according to the tenour of any Orders in Council relating to the Territory, and of such Commission as may be issued to him under His Majesty's Sign Manual and Signet, and according to such Instructions as may from time to time be given to him under His Majesty's Sign Manual and Signet, or by Order in Council, or by His Majesty through one of His Majesty's Principal Secretaries of State, and to such laws as are now or shall hereafter be in force in the Territory.

Publication of Governor's Commission.

(3) Every person appointed to fill the office of Governor shall, with all due solemnity, before entering on any of the duties of his office, cause the Commission appointing him to be Governor to be read and published in the presence of a Judge of His Majesty's High Court, or, if there be no Judge of the said Court who is able to attend, in the presence of such other His Majesty's Officers in the Territory as can conveniently attend, which being done, he shall then and there take before him or them the Oath of Allegiance in the form provided by an Act passed in the Session holden in the Thirty-first and Thirty-second years of the Reign of Her Majesty Queen Victoria, intituled " An Act to amend the Law relating to Promissory Oaths " ; and likewise, the usual oath for the due execution of the office of Governor and for the due and impartial administration of justice, which oaths the said Judge, or some other of His Majesty's Officers then present, is hereby required to administer.

Oaths to be taken by Governor.

Succession to Government.

(4) Whenever the office of Governor is vacant, or if the Governor become incapable or be absent from the Territory, or is from any cause prevented from acting in the duties of his office, the person appointed to be Chief Secretary to the Government of the Territory, or if there be no such Officer therein, or such Officer be unable to act, then such person or persons as His Majesty may appoint under His Sign Manual and Signet,

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and in default of any such appointment the Senior Member of the Executive Council shall, during His Majesty's pleasure, administer the Government of the Territory, first taking the oaths hereinbefore directed to be taken by the Governor and in the manner herein prescribed, which being done, the Chief Secretary or any other such Administrator as aforesaid is hereby authorised, empowered, and commanded to do and execute, during His Majesty's pleasure, all things that belong to the office of Governor according to the tenour of this Order, and according to His Majesty's Instructions as aforesaid, and the laws of the Territory. Provided that the Governor during his passage by sea to or from any part of the Territory, or when, in the exercise or discharge of any powers or duties by this Order in Council or otherwise conferred or imposed upon him, he is in any territories adjacent to or near to the Territory, shall not be considered to be absent from the Territory.

Administrator.

Oaths to be taken by Administrator

(5) In the event of the Governor having occasion at any time to be temporarily absent for a short period from the seat of Government, or, in the exercise or discharge of any powers or duties conferred or imposed upon him by His Majesty, or through one of His Majesty's Principal Secretaries of State, to visit any territories adjacent to or near to the Territory, he may by an instrument under the Public Seal of the Territory appoint the Chief Secretary, or if there be no such Officer or such Officer is absent or unable to act, then any other person to be his Deputy within any part of the Territory, during such temporary absence and in that capacity to exercise, perform, and execute, for and on behalf of the Governor during such absence but no longer, all such powers and authorities vested in the Governor (except the power of pardon), as shall in and by such instrument be specified and limited, but no others. Every such Deputy shall conform to and observe all such instructions as the Governor shall from time to time address to him for his guidance. Provided nevertheless that by the appointment of a Deputy as aforesaid the power and authority of the Governor shall not be abridged, altered, or in any way affected otherwise than His Majesty may at any time think proper to direct.

Appointment of Deputy to Governor.

5. The Governor shall have an Official Seal, bearing the style of his office, and such device as a Secretary of State from time to time approves, and such seal shall be deemed the Public Seal of the Territory, and may be kept and used by the Governor for the sealing of all things whatsoever that shall pass the Public Seal. And, until a Public Seal shall be provided, the seal of the Governor may be used as the Public Seal.

Public Seal.

6. There shall be an Executive Council in and for the Territory, and the said Council shall consist of such persons as His Majesty may direct by Instructions under His Majesty's Sign Manual and Signet, and all such persons shall hold their places in the said Council during His Majesty's pleasure.

Executive Council.

7.—(1) The Governor may, with the approval of a Secretary of State, by Proclamation, define any boundaries of the territories for the time being within the limits of this Order, and divide those territories into provinces or districts in such manner and with such subdivisions as may be convenient for purposes of administration describing the boundaries thereof and assigning names thereto.

Definition of Boundaries, and formation of Provinces, etc.

(2) If a question arises whether any place is or is not within the Territory, or within any province, and such question does not appear to be determined by any such Proclamation, or other evidence, it shall be referred to the Governor, and a certificate under his hand and seal shall be conclusive on the question, and judicial notice shall be taken thereof.

8.—(1) All rights in or in relation to any public lands shall vest in and may be exercised by the Governor for the time being in trust for His Majesty, or if the Secretary of State at any time with respect to all or any such lands by Order under his hand so directs, in such other trustee or trustees for His Majesty as the Secretary of State may appoint.

Public Lands.

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(2) The Secretary of State may, when he thinks fit, by a like Order remove any trustee so appointed, and may appoint any new or additional trustee or trustees.

(3) All mines and minerals being in, under or on any lands in the occupation of any native tribe, or any members thereof, or of any person not possessed of the right to work such mines and minerals, shall vest in the Governor, or such trustee or trustees, in like manner as the mines and minerals in, under or on any public lands.

(4) The Governor, or such other trustee or trustees, may make grants or leases of any such public lands or minerals as aforesaid, or may permit such lands to be temporarily occupied, on such terms and conditions as he or they may think fit, subject to the provisions of any Ordinance.

Governor empowered to make grants of lands.

(5) Subject as aforesaid, the Governor, in His Majesty's name and on His Majesty's behalf, may make and execute, under the Public Seal, grants and dispositions of any lands within the Territory which may be lawfully granted or disposed of by His Majesty: Provided that every such grant or disposition be made in conformity either with some Order in Council or law now or hereafter in force in the Territory, or with some Instructions which may be addressed to the Governor under His Majesty's Sign Manual and Signet, or through a Secretary of State.

Appointment of public officers.

9. A Secretary of State, or the Governor, subject to the directions of a Secretary of State, may on behalf of His Majesty, appoint, or authorise the appointment of, such public officers for the administration of the Territory, under such designations as he may think fit, and may prescribe their duties; and all such public officers, unless otherwise provided by law, shall hold their offices during His Majesty's pleasure.

Suspension of public officers.

10. The Governor may, upon sufficient cause to him appearing, suspend from the exercise of his office any person holding any office within the Territory, whether appointed by virtue of any Commission or Warrant from His Majesty or in His Majesty's name or by any other mode of appointment. Every such suspension shall continue and have effect only until His Majesty's pleasure therein shall be signified to the Governor. In proceeding to any such suspension, the Governor is strictly to observe the directions in that behalf given to him by any Instructions as aforesaid.

Grant of pardon.

11. When any crime or offence has been committed within the Territory, or for which the offender may be tried therein, the Governor may, as he shall see occasion, in His Majesty's name and on His Majesty's behalf, grant a pardon to any accomplice in such crime or offence who shall give such information as shall lead to the conviction of the principal offender, or of any one of such offenders, if more than one; and further, may grant to any offender convicted in any Court, or before any Judge or other Magistrate, within the Territory a pardon, either free or subject to lawful conditions, or any remission of the sentence passed on such offender, or any respite of the execution of such sentence, for such period as the Governor thinks fit, and may remit any fines, penalties, or forfeitures due or accrued to His Majesty.

Publication of Ordinances, etc.

12. All Ordinances, Proclamations, Regulations, Rules or other public notifications shall be published in the Gazette and also in such other manner as the Governor may direct in the case of any particular notification.

LEGISLATION.

Making of Ordinances.

13.—(1) The Governor may make Ordinances for the administration of justice, the raising of revenue, and generally for the peace, order and good government of all persons in the Territory.

(2) In the making of any Ordinances, the Governor shall conform to and observe all rules, regulations and directions in that behalf contained in any Instructions under His Majesty's Sign Manual and Signet.

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(3) The Governor shall observe any general or special instructions of the Secretary of State with respect to the previous submission to the Secretary of State of draft Ordinances, to the making of Ordinances for particular purposes, to the amendment of Ordinances or draft Ordinances, and to other matters in relation thereto; but nothing in this provision shall affect the validity of any Ordinance.

(4) In making Ordinances, the Governor shall respect existing native laws and customs except so far as the same may be opposed to justice or morality.

(5) The Governor shall sign every Ordinance made by him, and shall, at the first available opportunity, transmit two authenticated copies thereof to the Secretary of State.

Disallowance of Ordinances.

(6) The Secretary of State may disallow any Ordinance, wholly or in part, and upon such disallowance being publicly notified in the Gazette, the provisions so disallowed shall thereupon cease to have effect, but without prejudice to anything lawfully done or suffered thereunder.

Numbering of Ordinances.

(7) The Ordinances of each year shall be numbered consecutively and each may be cited by its number and year or by its short title, if any.

Date of commencement.

(8) Where a date for the commencement of an Ordinance is not fixed in the Ordinance it shall come into force on the day on which it is promulgated by the Governor.

Application of United Kingdom, Indian or Colonial law.

(9) An Ordinance may apply to the Territory any Act or law of the United Kingdom, or of any legislature of India, or of any Colony or Protectorate, subject to any exceptions and modifications which may be deemed fitting.

Transmission to Secretary of State of copies of rules made under Ordinances.

(10) The Governor shall, at the first available opportunity after any rules or regulations are made under any Ordinance by any person or body authorised, transmit two authenticated copies thereof to the Secretary of State.

Ordinances not to be repealable by rules.

(11) An Ordinance shall not be repealable by any rules or regulations made under an Ordinance.

Ordinances affecting Orders in Council not to come into force without approval of Secretary of State.

(12) An Ordinance varying or affecting any Order in Council relating to the Territory shall not come into force unless it has been previously approved by the Secretary of State, and such approval shall be recited therein.

APPLICATION OF LAW.

Foreign Jurisdiction Act, 1890.

14. The enactments described in the First Schedule to the Foreign Jurisdiction Act, 1890, shall apply to the Territory, as if it were a British Colony or Possession, but subject to the provisions of this Order and to the exceptions, adaptations, and modifications following, that is to say :—

(i) The Governor is hereby substituted for the Governor of a Colony or British Possession, and the High Court is hereby substituted for a Superior Court or Supreme Court, and for a Magistrate or Justice of the Peace of a Colony or British Possession.

(ii) For the portions of the Merchant Shipping Acts, 1854 and 1867, referred to in the said Schedule, shall be substituted Part XIII. of the Merchant Shipping Act, 1894.

(iii) In Section 51 of the Conveyancing (Scotland) Act, 1874, and any enactment for the time being in force amending the same, the High Court is substituted for a Court of Probate in a Colony.

(iv) With respect to the Fugitive Offenders Act, 1881 :—

(a) So much of the 4th and 5th sections of the said Act as relates to sending a report of the issue of a warrant, together with the information, or a copy thereof, or to the sending of a certificate of committal and report of a case, or to the information to be given by a Magistrate to a fugitive, shall be excepted, and in

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lieu of such information the person acting as the Magistrate shall inform the fugitive that in the British Possession or Protectorate to which he may be conveyed he has the right to apply for a writ of *habeas corpus* or other like process.

(*b*) So much of the 6th section of the said Act as requires the expiration of fifteen days before issue of warrant, shall be excepted.

(*c*) The Governor shall not be bound to return a fugitive offender to a British Possession unless satisfied that the proceedings to obtain his return are taken with the consent of the Governor of that Possession.

(*d*) For the purposes of Part II. of the said Act, the East Africa, Uganda and Zanzibar Protectorates and the Tanganyika Territory and all British Possessions and Protectorates in Africa south of the Equator shall be deemed to be one group of British Possessions.

Provided that nothing in this Article contained shall be taken to extend to the Territory the enactments mentioned in the Schedule to the Foreign Jurisdiction Act, 1913, or any of them.

Acts done under Merchant Shipping Act, 1894.

15. Where under the Merchant Shipping Act, 1894, or any amending Act, anything is authorised to be done by, to, or before a British Consular officer, such thing may be done, in any place in the Territory at which there is no Consular officer, by, to, or before such officer of the Government of the Territory as the Governor may appoint.

Application of Colonial Prisoners Removal Act, 1884.

16. The Colonial Prisoners Removal Act, 1864, shall apply to and take effect within the Territory as if the same were a British Possession and part His Majesty's dominions, subject as follows :—

The Governor is hereby substituted for the Governor of a British Possession.

COURTS OF JUSTICE.

Establishment of High Court.

17.—(1) There shall be a Court of Record styled " His Majesty's High Court of Tanganyika " (in this Order referred to as the High Court). Save as hereinafter expressed the High Court shall have full jurisdiction, civil and criminal, over all persons and over all matters in the Territory.

Civil and criminal jurisdiction.

(2) Subject to the other provisions of this Order, such civil and criminal jurisdiction shall, so far as circumstances admit, be exercised in conformity with the Civil Procedure, Criminal Procedure and Penal Codes of India and the other Indian Acts and other laws which are in force in the territory at the date of the commencement of this Order or may hereafter be applied or enacted, and subject thereto and so far as the same shall not extend or apply shall be exercised in conformity with the substance of the common law, the doctrines of equity and the statutes of general application in force in England at the date of this Order and with the powers vested in and according to the procedure and practice observed by and before Courts of Justice and Justices of the Peace in England according to their respective jurisdictions and authorities at that date, save in so far as the said Civil Procedure, Criminal Procedure and Penal Codes of India and other Indian Acts and other laws in force as aforesaid and the said common law, doctrines of equity and statutes of general application and the said powers, procedure and practice may, at any time before the commencement of this Order, have been or may hereafter be modified, amended or replaced by other provision in lieu thereof by or under the authority of any Order of His Majesty in Council, or by any Proclamation issued or by any Ordinance or Ordinances passed in and for the Territory : Provided always, that the said common law, doctrines of equity and statutes of general application shall be in force in the Territory so far only as the circumstances of the Territory and its inhabitants and the limits of His Majesty's jurisdiction permit, and subject to such qualifications as local circumstances may render necessary.

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(3) The High Court shall sit at such place or places as the Governor may appoint. Location of High Court.

(4) The High Court shall have a seal bearing the style of the Court and a device approved by the Secretary of State; but until such seal is provided a stamp bearing the words "High Court of Tanganyika" may be used instead thereof. Seal of High Court.

18.—(1) The High Court shall be a Court of Admiralty, and shall exercise Admiralty jurisdiction in all matters arising on the high seas or elsewhere or upon any lake or other navigable inland waters or otherwise relating to ships or shipping. High Court to be a Court of Admiralty.

(2) The following enactments of the Colonial Courts of Admiralty Act, 1890, that is to say, Section 2, Subsections (2) to (4), Sections 5 and 6, Section 16, Subsection (3), shall apply to the High Court as if in the said sections the said Court were mentioned in lieu of a Colonial Court of Admiralty, and the Territory were referred to in lieu of a British possession.

19.—(1) There shall be as many Judges of the High Court as may from time to time be required. Judges of High Court.

(2) Every Judge shall be appointed by Letters Patent under the Public Seal of the Territory by the Governor in accordance with such instructions as he may receive from His Majesty through a Secretary of State, and shall hold office during His Majesty's pleasure.

(3) When there are more Judges than one, the principal Judge shall have such distinguishing title as the Secretary of State may approve.

(4) In any case of death, illness, or absence, or in any other emergency, the Governor may appoint an acting Judge.

20. The High Court shall exercise full jurisdiction with regard to all crimes and offences committed before the commencement of this Order within the Territory, or for which the offender may be tried therein, and such jurisdiction shall be exercised in conformity with the law in force in the Territory at the date when such crime or offence was committed and in conformity either with the procedure in force in the Territory at that date or, at the discretion of the High Court, with the procedure in force under Article 17 (2) of this Order. Jurisdiction of the High Court.

21.—(1) There shall also be a Special Tribunal, which shall consist of one of the Judges of the High Court appointed by the Governor to hold such Tribunal, sitting either alone or together with such other person or persons as the Governor may direct. Special Tribunal.

(2) The Special Tribunal shall exercise full jurisdiction in all civil causes and matters which arose before the commencement of this Order, and such jurisdiction shall, so far as circumstances admit, be exercised in conformity with the law and procedure in force in the Territory at the date when the cause of action arose, unless the Special Tribunal shall be satisfied that some other law is applicable to such cause or matter or that the procedure in force under Article 17 (2) of this Order is more suitable thereto, in which case it shall exercise the said jurisdiction in conformity with such other law or procedure.

(3) All periods or prescription or limitation of rights of action, whether they began to run before or after the outbreak of war, shall be treated as having been suspended by the duration of the war. They shall begin to run again from the date of this Order.

(4) The Special Tribunal shall also exercise such other civil jurisdiction as may be assigned to it by or under the authority of any Order of His Majesty in Council or by any Ordinance or Ordinances passed in and for the Territory, and shall exercise such jurisdiction in conformity with the law and procedure mentioned in Article 17 (2) of this Order.

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(5) The Special Tribunal may, with the concurrence of the Governor, delegate to any subordinate Court or to any officer in the Territory all or any of its powers under this Order. Such delegation shall, however, be subject to such limitations and to such conditions either with regard to appeal or otherwise as the Special Tribunal shall think fit.

(6) No appeal shall lie from any order finding or decree of the Special Tribunal.

(7) Any order or decree of the Special Tribunal may be executed in the same manner as similar orders or decrees of the High Court are executed, and the Special Tribunal may in its discretion transfer any such order or decree to the High Court for execution and the High Court shall proceed as if such order or decree had been made by itself.

Constitution of subordinate Courts.

22.—(1) Courts subordinate to the High Court and Courts of special jurisdiction may be constituted by or under the provisions of any Ordinance as occasion requires.

(2) Provision may be made by Ordinance for the hearing and determining of appeals from any such Court by the High Court or otherwise.

Application of Article 9 to all Judges (other than Judges of the High Courts), magistrates, etc.

23. Article 9 of this Order shall apply to the appointment of all Judges and Magistrates (other than Judges of the High Court), and to Registrars and other principal officers of the High Court in like manner as it applies to public officers.

Recognition of native law.

24. In all cases civil and criminal to which natives are parties every Court shall (*a*) be guided by native law so far as it is applicable and is not repugnant to justice and morality or inconsistent with any Order in Council or Ordinance or any Regulation or Rule made under any Order in Council or Ordinance; and shall (*b*) decide all such cases according to substantial justice without undue regard to technicalities of procedure and without undue delay.

Confirmation by Governor of capital sentence.

25. When any person has been sentenced to death the High Court shall transmit to the Governor a copy of the evidence, and the sentence shall not be carried into effect until confirmed by him.

Rules of Procedure for all Courts except Special Tribunal.

26.—(1) Subject to the provisions of any Ordinance, the High Court may, with the approval of the Governor, make Rules for regulating the practice and procedure of the High Court and of all other Courts (except the Special Tribunal) which may be established in the Territory.

(2) The power to make Rules under this Article shall include (*a*) a power to fix fees and scales of remuneration, and (*b*) a power to regulate the conditions upon which persons may be admitted to practice as advocates or solicitors in such Courts.

(3) At the first available opportunity after such Rules are made, the Governor shall transmit an authenticated copy thereof to the Secretary of State.

Rules of Procedure for Special Tribunal.

27. The Judge of the Special Tribunal shall have the same power to make Rules regulating the practice and procedure of the Special Tribunal as is conferred on the High Court by the preceding Article, and the provisions of that Article shall apply, *mutatis mutandis*, to Rules so made by the Judge of the Special Tribunal.

Courts not to exercise jurisdiction over Governor, his residences or property.

28.—(1) A Court under this Order shall not exercise any jurisdiction in any proceeding whatsoever over the Governor or his official or other residences or his official or other property.

(2) This Article shall not operate in bar of any proceeding against the Governor in his official capacity, where it is sought to establish any liability of the Government of the Territory.

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INDEMNIFICATION AND VALIDATION.

Indemnification.

29.—(1) No action or other legal proceeding whatsoever, whether civil or criminal, shall be instituted in any Court for or on account of or in respect of any act, matter or thing done in the Territory during the war with Germany, or between the termination of such war and the date of this Order if done in good faith and done or purported to be done in the execution of his duty or for the public safety, or for the enforcement of discipline, or otherwise in the public interest, by a person holding office under or employed in the service of the Crown in any capacity, whether naval, military, air force, or civil, or by any other person acting under the authority of a person so holding office or so employed; and if any such proceeding has been instituted whether before or after the date of this Order it shall be discharged and made void.

(2) For the purposes of this Article a certificate by the Governor that any act, matter or thing was done under the authority of a person so holding office or so employed as aforesaid shall be sufficient evidence of the facts stated in the certificate, and any such act, matter or thing done by or under the authority of a person so holding office or so employed as aforesaid shall be deemed to have been done in good faith unless the contrary is proved.

Validation of sentences.

30. Any sentence passed, judgment given, or order made before the date of this Order in the territories comprised in the Territory, by any military Court (other than a Court Martial constituted in pursuance of any Statute) in connection with the said war, or by any Court established for the administration of justice in the said territories shall be deemed to be and always to have been valid, and to be and always to have been within the jurisdiction of the Court.

Validation of laws.

31. All laws, proclamations and other legislative acts made, issued or done before the date of this Order by the authority for the time being administering the said territories for the peace, order or good government thereof shall be deemed to be and always to have been valid and of full effect, notwithstanding that any such legislative act may have repealed or been inconsistent with the law previously in force in the said territories.

REMOVAL AND DEPORTATION.

Deportation of persons sentenced to imprisonment.

32. Where an offender convicted before any Court is sentenced to imprisonment, and the Governor, proceeding under Section 7 of the Foreign Jurisdiction Act, 1890, authority in that behalf being hereby given to him, considers it expedient that the sentence should be carried into effect outside of the Territory the place shall be a place in some part of His Majesty's dominions out of the United Kingdom, the Government whereof consents that offenders may be sent thither under this Article.

Deportation of political offenders.

33.—(1) Where it is shown by evidence on oath, to the satisfaction of the Governor, that any person is conducting himself so as to be dangerous to peace and good order in the Territory, or is endeavouring to excite enmity between the people of the Territory and His Majesty, or is intriguing against His Majesty's power and authority in the Territory, the Governor may, if he thinks fit, by order under his hand and official seal order that person to be deported from the Territory to such place as the Governor may direct.

Place of deportation.

(2) The place shall be a place in some part (if any) of His Majesty's dominions to which the person belongs, or the Government of which consents to the reception of persons deported under this Order, or to some place under the protection of His Majesty, or in the country out of His Majesty's Dominions to which that person belongs.

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Appeal not to lie against deportation order.

(3) An appeal shall not lie against an order of deportation made under this Article.

Penalty upon return, without permission, of deported person.

(4) If any person deported under this Order returns to the Territory without the permission in writing of the Secretary of State (which permission the Secretary of State may give) he shall be deemed guilty of an offence, and liable, on conviction, to imprisonment for any period not exceeding three months with or without a fine not exceeding five hundred rupees or florins ; and he shall also be liable to be again deported forthwith.

Governor may vary or rescind deportation order.

(5) The Governor, by order under his hand and official seal, may vary or rescind any order of deportation under this Article.

Every deportation order to be reported to Secretary of State.

(6) The Governor shall forthwith report to the Secretary of State every order made by him under this Article, and the grounds thereof, and the proceedings thereunder.

Proceedings upon deportation.

34.—(1) Where, under this Order, a person is to be removed or deported from the Territory he shall, by warrant of the Governor under his hand and seal, be detained, if necessary, in custody or in prison, until a fit opportunity for his removal or deportation occurs, and then, if he is to be deported beyond sea, be put on board one of His Majesty's vessels of war, or, if none is available, then on board some other British or other fit vessel.

(2) The warrant of the Governor shall be sufficient authority to the person to whom it is directed or delivered for execution, and to the commander or master of the vessel to receive and detain the person therein named, in the manner therein prescribed, and to remove and carry him to the place therein named, according to the warrant.

Removal for purposes other than deportation.

(3) In case of removal for any purpose other than deportation, the warrant of the Governor shall be issued in duplicate, and the person executing it shall, as soon as practicable after his arrival at the place therein named, deliver, according to the warrant, with one of the duplicates of the warrant, to a constable, or proper officer of police or keeper of a prison, or other proper authority or person there, the person named in the warrant, to be produced on the order of the proper Court or authority there, or to be otherwise dealt with according to law.

Expenses.

35. Subject to the other provisions of this Order, all expenses of removal of prisoners and others, and the expenses of deportation, and of the sending of any person to any part of His Majesty's dominions or Protectorates, including expenses of maintenance, shall be defrayed in such manner as the Secretary of State direct.

SUPPLEMENTARY.

Officers and others to obey Governor.

36. All His Majesty's Officers, Civil and Military, and all other the inhabitants of the Territory are hereby required and commanded to be obedient, aiding, and assisting unto the Governor and to such person or persons as may from time to time, under the provisions of this Order, administer the Government of the Territory.

Term "the Governor" defined.

37. In this Order the term " the Governor," unless inconsistent with the context, shall include every person for the time being administering the Government of the Territory.

Power reserved to His Majesty to revoke, alter, or amend present Order in Council.

38. His Majesty, His heirs and successors, in Council may at any time revoke, alter or amend this Order.

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39. There shall be reserved to His Majesty, His heirs and successors, His and their undoubted right, with the advice of His or their Privy Council, from time to time to make all such laws or Ordinances as may appear to Him or them necessary for the peace, order and good government of the Territory. Power of legislation, etc., reserved to the Crown.

40. This Order shall commence and have effect as follows :— Dates of operation of Order.

(1) As to the making of any Warrant or appointment, the framing of Ordinances and Rules of Procedure, and the issue of instructions, and as to the provisions relating to indemnification and validation, and as to any other provisions necessary for bringing this Order into effect, immediately from and after the date of this Order.

(2) As to all other matters and provisions comprised and contained in this Order immediately after this Order has been read and proclaimed within the Territory, and the time of such proclamation shall be deemed to be the time of the commencement of this Order.

And the Right Honourable Viscount Milner, G.C.B., G.C.M.G., one of His Majesty's Principal Secretaries of State, is to give the necessary direction herein.

ALMERIC FITZROY.

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APPENDIX II.

NATIVE AUTHORITY ORDINANCE, 1923.

No. 25 of 1923.

Be it enacted by the Governor and Commander-in-Chief of the Tanganyika Territory as follows :—

Short title.

1. This Ordinance may be cited as the Native Authority Ordinance, 1923.

Interpretation

2. In this Ordinance unless the context otherwise requires—

" headman " includes any native chief, sultan, akida, jumbe, or headman who is recognised as such by the Governor, and also includes a council of elders or other persons collectively exercising tribal authority and recognised as aforesaid ;

" native " means any member of an African race, and includes a Swahili or Somali ;

" administrative officer " means the administrative officer in charge of the district or sub-district concerned, and any administrative officer acting under the directions of the administrative officer in charge of such district or sub-district.

Duty of headman to maintain order.

3. It shall be the duty of every headman to maintain order in the area over which his authority extends, and for such purpose he shall have and exercise the authority and powers by this Ordinance conferred over the natives residing or being within such area in addition to any authority and powers which he may otherwise enjoy by virtue of any law or native custom for the time being in force.

Prevention of crime.

4.—(1) A headman may interpose for the purpose of preventing, and shall, to the best of his ability, prevent the commission of any offence by any native within the local limits of his authority.

(2) A headman knowing of a design to commit an offence by a native within the local limits of his authority may arrest or direct the arrest of the native so designing, if it appears to such headman that the commission of the offence cannot be otherwise prevented. Any person arrested under the powers conferred by this sub-section shall, unless he be released from arrest within twenty-four hours of his arrest, be taken forthwith before an administrative officer.

(3) Every headman receiving information that any native who has committed a cognizable offence, or for whose arrest a warrant has been issued, is within the local limits of his authority shall cause such native to be arrested and taken forthwith before an administrative officer.

(4) Every headman receiving information that any cattle or other live stock or other property of any description which has been stolen, whether within or outside the local limits of his authority, is within such local limits shall cause such cattle or other live stock or other property to be seized and detained pending the orders of an administrative officer or a court having jurisdiction to deal with the offence, and shall forthwith report such seizure and detention to an administrative officer or such court.

Administrative officer or headman may compel attendance of native.

5.—(1) Any administrative officer or headman may compel the attendance of any native who is subject to his authority before an administrative officer or any other Government officer or before himself or any native tribunal having jurisdiction over such native.

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(2) Any native who when directed to attend before any such person or tribunal shall, without reasonable excuse, fail or neglect to attend as and when directed, shall be guilty of an offence against this Ordinance, and may be arrested by or under the orders of such administrative officer or headman and taken before such person or tribunal as aforesaid.

Powers for administrative officers and headmen to issue regulations or orders.

6. Subject to the provisions of any law for the time being in force, the administrative officer may and, subject to the general or special directions of the administrative officer, any headman may make, alter, and revoke regulations, to be obeyed by natives resident or being within the area under his jurisdiction, and may give written or verbal orders to any individual native resident or being within the area aforesaid for all or any of the purposes following, viz. :—

(a) prohibiting, restricting, or regulating the manufacture, distillation, sale, transport, distribution, supply, possession, and consumption of intoxicating liquors ;

(b) prohibiting, restricting, or regulating gambling ;

(c) prohibiting, restricting, or regulating the gathering, cultivation, collection, possession, or use of plants, leaves, bark, or roots having poisonous, noxious, intoxicating, or stupefying properties, and the manufacture, distribution, sale, transport, possession, or use of poisonous, noxious, intoxicating, or stupefying drugs ;

(d) prohibiting, restricting, or regulating the carrying and possession of arms ;

(e) prohibiting any act, conduct, or thing which, in the opinion of the administrative officer or headman, might cause or lead to a riot, disturbance, or breach of the peace ;

(f) prohibiting any act or thing which may cause damage to any public road or to any work constructed or maintained for the benefit of the community ;

(g) preventing or remedying the pollution or obstruction of any river, stream, water-course, spring, or water hole ;

(h) prohibiting, restricting, or regulating the cutting or destruction of trees ;

(i) the engagement of paid labour for essential public works and services. Provided always that no person shall be engaged for work under the provisions of this section—

(i) for a longer period than sixty days in any one year ;

(ii) if he be fully employed in any other work or has been so employed during the year for a period of three months;

(iii) if he be otherwise exempted under directions issued by the Governor ;

(j) facilitating the collection of any tax ;

(k) facilitating the enforcement of the provisions of any Ordinance or law for the time being in force ;

(l) prohibiting, restricting, or regulating the migration of natives from or to the area under his jurisdiction ;

(m) preventing the spread of infectious or contagious disease, whether of human beings or animals, and for the care of the sick ;

(n) requiring the death of any native dying within his jurisdiction to be reported to the headman or other authority ;

(o) detecting the presence within the area subject to his jurisdiction and facilitating the recovery of property which has been stolen or is believed to have been stolen by a native, whether within or outside such area ;

(p) prohibiting, restricting, or regulating the movement in or through the area subject to his jurisdiction of live stock of any description belonging to any native ;

(q) the provision of food for sale to travellers ;

(r) prohibiting, restricting, or regulating the burning of grass or bush, and the use of fire or lights in any manner likely to ignite any grass or bush in contravention of any regulations ;

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(s) prohibiting, restricting, regulating, or requiring to be done any matter or thing which the headman, by virtue of any native law or custom for the time being in force and not repugnant to morality or justice, has power to prohibit, restrict, regulate, or require to be done; and

(t) for any other purpose, whether similar to those hereinbefore enumerated or not, which may, by notice published in the *Gazette*, be specially sanctioned by the Governor, either generally or for any particular area.

Notification of regulations.

7.—(1) Every regulation made under this Ordinance shall be made known in such manner as is customary for the native community concerned, and thereupon shall be binding on all natives residing or being within the jurisdiction of the administrative officer or headman making the regulation.

(2) Without prejudice to any other mode of proof, a certificate purporting to be signed by the administrative officer shall be sufficient evidence of the terms of any such regulation and of its due publication in manner aforesaid.

Approval and disallowance of regulations.

8.—(1) A headman who makes a regulation without having previously obtained the approval of the administrative officer shall as soon as possible inform the administrative officer who may, if he thinks fit, cancel the regulation.

(2) The Governor may at any time direct that any regulation made by an administrative officer or a headman be approved or cancelled, and any regulation which has been approved by the Governor shall be accepted by all courts as valid.

Power to require a native to reside in specified locality in his district.

9.—(1) An administrative officer in charge of a district who considers it necessary for the good order and government of the district may order any native residing within his district to proceed to and to stay in any locality within his district.

(2) Every order under this section shall be reported to the Governor who may, if he thinks fit, cancel or vary the order.

Consequences of revocation or cancellation of a regulation or order.

10. Cancellation or revocation of a regulation or order made by an administrative officer or a headman shall not affect the validity of anything done thereunder. But the administrative officer may, if he thinks fit, and if so directed by the Governor, shall, order the repayment of any fine imposed or the release of any person in custody for the breach of such regulation or order.

Powers to issue orders in event of famine.

11.—(1) Whenever in any district there is extreme shortage of food and in the opinion of an administrative officer a famine exists or is likely to ensue, and administrative officer may, with the sanction of the Governor, issue or direct any headman to issue orders within the local limits of his authority—

(a) requiring any able-bodied male native to work on any public works, irrigation works, relief works or in any other employment approved by the Governor for such period as the Governor may prescribe;

(b) requiring any native to move to such place as the administrative officer or headman may direct in order that such native may be more conveniently fed;

(c) requiring any native to cultivate land within the local limits of his authority to such reasonable extent as the administrative officer or headman may prescribe;

(d) prohibiting, restricting, or regulating the removal of foodstuffs from the district and the movement of foodstuffs within the district.

(2) An administrative officer may direct any headman to accompany any natives required under this section to work or to move to a place where they can be more conveniently fed and such headman shall continue to exercise his authority over such natives.

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(3) There shall be given and paid to all natives working under the provisions of paragraph (a) of sub-section (1) such rations and wages as the Governor may prescribe and, at the request of any native, such wages may be paid wholly or in part in food at rates fixed by an administrative officer.

Offences by natives.

12.—(1) Every native who contravenes or fails to obey any regulation, order, or direction lawfully made or given under the provisions of this Ordinance shall be guilty of an offence against this Ordinance, and may be arrested by the administrative officer or headman concerned without warrant or by any person acting under the authority of such administrative officer or headman and shall without delay be brought before a court having jurisdiction to try the offence.

(2) Every native guilty of an offence against this Ordinance shall on conviction be liable to a fine not exceeding two hundred shillings, or a whipping not exceeding ten strokes, or imprisonment of either description for any period not exceeding three months.

(3) A native court shall not have jurisdiction to try any person for an offence against this Ordinance unless such jurisdiction is conferred on it by the Governor.

Offences by headmen.

13. Any headman may be fined any sum not exceeding two hundred shillings and in default of payment may be sentenced to imprisonment of either description for a term not exceeding three months if he shall be convicted of any of the following acts or neglects, that is to say :—

(a) if when directed by an administrative officer to attend before any Government official or superior headman, he shall, without good and sufficient excuse, neglect to obey such direction ;

(b) if he shall wilfully neglect to exercise the powers by this Ordinance conferred upon him for or in respect of the prevention of offences and the bringing of the offenders to justice, and the seizure of property stolen or believed to have been stolen ;

(c) if when directed by an administrative officer to issue regulations or orders for any of the purposes specified in sections six and eleven of this Ordinance, he shall neglect to issue such regulations and orders ;

(d) if he shall wilfully neglect to enforce any regulations and orders issued by, or under the directions of, an administrative officer under this Ordinance ;

(e) if he shall wilfully neglect to cancel a regulation or order issued under this Ordinance when directed by an administrative officer so to do, or if he shall enforce any such regulation or order after he has been directed to cancel the same ;

(f) if he shall wilfully neglect to enforce any lawful regulations and orders issued by a headman to whom he is subordinate ;

(g) if he shall be guilty of any abuse of authority conferred on him by this Ordinance or by any other law or by native custom.

Offences against other laws.

14. Nothing in this Ordinance shall be construed to prevent any person being proceeded against for anything which is an offence against any other law for the time being in force, provided that no person shall be punished twice for any act committed by him.

Administrative officer may try charge of breach of his own order.

15. An administrative officer shall not be precluded from trying as a magistrate an offence under this Ordinance by reason of the fact that such offence, if committed, was a breach of an order, regulation, or direction issued by him.

Power to make rules.

16. The Governor may make rules for the better carrying out of the purposes and provisions of this Ordinance.

Repeal of Ord. No. 16 of 1921.

17. The Native Authority Ordinance, 1921, is hereby repealed.

Provided that any orders or regulations already issued under that Ordinance which could lawfully have been made or issued under this Ordinance shall be deemed to have been made or issued under this Ordinance and may be enforced accordingly.

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APPENDIX III.

MASTER AND NATIVE SERVANTS ORDINANCE, 1923.

No. 32 of 1923.

BE IT ENACTED by the Governor and Commander-in-Chief of the Tanganyika Territory as follows :—

Short title and commencement.

1. This Ordinance may be cited as the Master and Native Servants Ordinance, 1923, and shall come into operation on a date to be appointed by the Governor by Proclamation published in the *Gazette*.

Interpretation.

2. In this Ordinance, unless the context otherwise requires,—

the expression " servant " means any native employed for hire, wages, or other remuneration as a labourer, herdsman, clerk, artizan, domestic servant, sailor, boatman, porter, messenger, or in any employment of a like nature to any of the foregoing, and includes a native to be exhibited in any capacity in a circus, show, or exhibition ;

the expression " employer " means any person who enters into a contract of service to employ any servant, and the agent, foreman, manager, or factor of such person, and where a servant enters into a contract of service with the Government or with any officer on behalf of the Government, the officer under whom such servant is working shall be deemed to be his employer. Provided that no such officer shall be personally liable under this Ordinance for anything done by him as an officer of the Government in good faith ;

the expression " native " means a member of an African race and includes a Swahili or Somali ;

the expression " contract of service " means any contract, whether in writing or oral, expressed or implied, to employ or to serve as a servant for any period of time ;

the expression " foreign contract of service " means a contract of service made within the Territory and to be performed wholly or partially outside the Territory and any contract for service with a foreign state. Provided that a contract for employment of a domestic servant for service in the Kenya Colony and Protectorate, the Uganda Protectorate, the Dominions of the Sultan of Zanzibar, or the Nyasaland Protectorate, or of a sailor for service on a vessel on Lakes Victoria Nyanza, Tanganyika or Nyasa, or on a vessel calling only at the ports of the Territory, Kenya Colony and Protectorate, or the Dominions of the Sultan of Zanzibar shall not be deemed to be a foreign contract of service ;

the expression " parties " means the employer and employed under any contract of service ;

the expression " labour agent " means any person who shall himself or through agents or messengers, in his own name or otherwise, procure or attempt to procure, seek for engagement, conduct, take charge of, supply or undertake to supply natives to be employed as servants. Provided that the expression " labour agent " shall not apply to any person who procures or engages or conducts natives for his own *bona fide* domestic or personal service or business exclusively, or to any messenger or servant who procures or engages or conducts natives for his employer's domestic or personal service or business exclusively ;

the expression " railway servant " means any person employed by a Railway Administration in connection with the service of a railway ;

the expression " labour inspector " means any person appointed by the Governor to act as such.

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FORMATION AND INTERPRETATION OF CONTRACTS.

Certain contracts of service to be in writing.

3.—(1) A foreign contract of service shall not be binding on the servant unless it is in writing and signed by the parties thereto, and approved and attested as required by this Ordinance.

(2) A contract of service, which, or a sufficient memorandum whereof, is not in writing and signed by the parties thereto, shall not be binding on the servant for a longer period than one month from the making thereof.

(3) A contract of service to be performed within the Territory but outside the district in which the servant is engaged shall not be binding on the servant unless it is in writing and signed by the parties thereto. This sub-section shall not apply to a contract for service as a domestic servant, sailor or boatman.

Attestation of written contracts.

4.—(1) No written contract of service shall be enforced as against any servant who is unable to read and understand writing unless it bears an attestation or certificate by a magistrate or administrative officer to the effect that he read over and explained the contract to the servant and that he is liable to criminal prosecution for breach of the contract and that the servant voluntarily assented to the contract with full understanding of its meaning.

(2) A contract of service which contains a certificate by a magistrate or administrative officer that a servant expressed to be engaged thereby assented to the contract shall be binding on the servant, whether he is able to write or not, in the same manner and to the same extent as if it had actually been signed by the servant, unless the servant proves that he did not assent to the contract.

(3) A contract of service signed by a labour agent shall be binding on his principal.

Approval and attestation of foreign contract.

5.—(1) Every foreign contract of service shall be approved and attested by an administrative officer in charge of a district or sub-district and shall be in the form in the Schedule hereto or to the like effect.

(2) An administrative officer in charge of a district or sub-district shall not approve any foreign contract of service without the consent of the Governor, and shall not without the consent of the Governor approve any foreign contract of service which substantially departs from the form in the Schedule.

Provided that the Governor may exempt any specified contract or class of contracts from the operation of this sub-section, either absolutely or subject to such conditions as he may think fit to impose.

(3) Any particulars shown on the said form which cannot be written at the time of signing the contract shall be written and signed as soon as may be by the labour inspector or other person appointed by the Government to represent the interest of the servants or, if there be no such person available, by the employer or his agent.

If any person shall knowingly or negligently write any such particulars incorrectly or, being under a duty to write such particulars, shall fail to write them or any of them, he shall on conviction be liable to a fine not exceeding one thousand shillings.

Form of contracts of service.

6. No written contract of service shall be attested or be binding on the servant unless it specifies as accurately as may be—

(a) the nature and duration of the service ;
(b) the place or limits within which such service is to be performed ;
(c) the remuneration to be paid ; and
(d) a stipulation by the employer to pay the wages of the employed monthly or at shorter periods unless otherwise expressly desired by the employed.

Fees for attestation of contracts.

7. The Governor may fix the fees to be paid to the Government on the attestation or certification of contracts of service, foreign or otherwise,

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and may from time to time alter and vary such fees as he may think fit, and such fees shall be recoverable from the employer or his agent.

Security by employer.

8.—(1) When the employer in a foreign contract of service does not reside or carry on business within the Territory, and in any other case where the administrative officer attesting the contract, whether a foreign contract or not, considers it desirable, the employer or his agent shall give security by bond in the form in the Schedule hereto or to the like effect with one or more sureties to be approved of by the administrative officer attesting the contract and resident within the jurisdiction, conditional for the due performance of the contract in such sums as the administrative officer may consider reasonable.

(2) In the case of a contract for service in the Territory where the employer resides in the Territory, the amount of a bond, if demanded, shall not exceed one hundred shillings for each native employed.

(3) A bond entered into for the purposes of this section shall be enforceable by the administrative officer for the time being according to its purport without any assignment, and shall be binding as a deed without being sealed.

(4) Any money recovered under the bond shall be applied by the administrative officer in or towards satisfaction of the claims of the servants employed under the contract in such proportions as the administrative officer in his absolute discretion shall think just. Any balance remaining after satisfaction of such claims shall be disposed of as the Governor may direct.

Penalty for inducing persons to proceed abroad under informal contract.

9. Whoever,—

(a) induces or attempts to induce any native to proceed beyond the Territory with a view to being employed as a servant; or

(b) knowingly aids in the engagement of any native so induced, by forwarding or conveying him or by advancing money or by any other means whatever;

shall, unless there is a foreign contract of service with such person and the provisions of this Ordinance relating to foreign contracts of service have been complied with, be liable on conviction to a fine not exceeding two thousand shillings or to imprisonment of either description for a term not exceeding one year or to both such fine and imprisonment.

Provided, however, that an employer of a domestic servant or sailor engaged under a contract of service shall not render himself liable to the aforesaid penalties by inducing or attempting to induce such domestic servant or sailor to proceed to any place within the Kenya Colony and Protectorate, the Uganda Protectorate, the Dominions of the Sultan of Zanzibar, or the Nyasaland Protectorate, or to any port on Lakes Victoria Nyanza, Tanganyika, or Nyasa.

Duplicates to be attested.

10. Two duplicate copies of every contract of service attested under this Ordinance shall be attested along with the original. One duplicate shall be delivered to the employer and the other to the employed or in the case of a gang to the headman of the gang. The original of every attested contract shall be deposited with and preserved by the magistrate or administrative officer by whom the same was attested.

Maximum period of written contract.

11. A written contract of service shall not be binding or valid for a longer period than two years from the date thereof.

Duration of contracts.

12. Every contract of service wherein no agreement is expressed respecting its duration, not being a contract to perform some specific work without reference to time, shall:—

(a) if made and to be performed within the Territory be deemed to be:—

(i) where the wages are not fixed by the contract or where the contract is to pay wages at any period or at any rate other than monthly, a contract at will, and determinable by either party at the close of any day without notice;

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(ii) where the contract is to pay wages monthly or at a monthly rate, a contract for one month and determinable by either party at the end of any month without notice ;

(b) if it is for service outside the Territory, be determinable at any time upon notice of his intention to terminate the contract being given by either party to the other one month before the date of the intended termination in cases where wages are by the contract or local custom payable monthly or at longer intervals, or one week before the date of the intended termination in cases where wages are by the contract or local custom payable weekly or at longer intervals being less than monthly, or in all other cases one day before the date of the intended termination.

Power to prolong contract expiring on journey.

13. If the period expressed in any contract of service or foreign contract of service for the duration thereof shall expire, or if a servant shall seek to determine any contract wherein no agreement is expressed respecting its duration whilst the servant is engaged in any voyage or journey, the employer may, for the purpose of terminating such voyage or journey, prolong the period of service for a sufficient period to enable the voyage or journey to be terminated.

Railway or Post Office servants.

14. Neither sub-sections (2) or (3) of section three nor section twelve of this Ordinance shall apply to a contract of service entered into by a railway servant or by a person in the service of the Post Office if and so long as special provision is made by law with regard to the duration or the notice required for the determination of such contracts of service.

Penalty for decoying and harbouring servants.

15. Whoever decoys away or induces or employs or instigates any other person to decoy away or induce any servant to quit the service of his employer in breach of his contract, or who knowingly receives or harbours any servant who may improperly quit the service of his employer, shall on conviction be liable to a fine not exceeding one thousand shillings.

Care of Servants.

Housing of servants.

16. During the period of service the employer shall at all times at his own expense cause every servant in his service to be properly housed and shall observe all reasonable directions which may be given by an administrative or medical officer or labour inspector in respect of sanitary arrangements.

Provided that the obligation of an employer as regards housing shall not by reason of this section extend to any case in which a servant is able to return to his home at the conclusion of his daily work or to obtain suitable and proper housing at or conveniently near to his place of employment.

Provision of food, necessaries, and medicine for servants.

17.—(1) During the period of the service of any servant employed at such distance from his home as to render it impossible for him to return to his home at the conclusion of his daily work, the employer shall at his own expense cause such servant to be properly fed and to be supplied with sufficient and proper cooking utensils and means of cooking.

Provided, however, that the obligation of an employer to cause his servant to be fed or to supply cooking utensils and means of cooking as aforesaid, as the case may be, shall not extend to any case when the servant is employed at a place where he can obtain for himself sufficient and proper food, or cooking utensils and means of cooking, if it has been agreed between the parties, at the time of entering into the contract of service, that the servant shall procure his food or cooking utensils and means of cooking at his own expense.

(2) If and whenever an employer is required by the provisions of this Ordinance to cause his servant to be housed or fed, he shall arrange for a proper water supply for the use of such servant.

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(3) An employer shall, when necessary and if requested by a servant, supply him with a suitable blanket, and, in the case of a porter engaged for a journey, also with a jersey, and water bottle. In any such case unless agreed to the contrary the reasonable cost of the article or articles supplied shall be paid by the servant and may be deducted from the remuneration of the servant, and until the whole of such cost shall have been so deducted or otherwise paid by the servant, the article or articles supplied shall remain the property of the employer.

(4) An employer shall when necessary provide sufficient tent accommodation for his porters engaged for a journey.

(5) Every employer shall provide his servants with proper medicines during illness and also if procurable with medical attendance during serious illness, and any employer failing so to provide shall, in addition to his liability for breach of the section, be liable to pay any expenses incurred by or on behalf of the Government in providing such medicines or medical attendance.

Notification of death of servant.

18. If a servant dies during service, the employer shall give immediate notice thereof to the nearest administrative officer, together with a medical certificate if procurable of the cause of death. The employer shall pay to the administrative officer all wages due and deliver all property belonging to the deceased servant for transmission to the representatives of the deceased to be distributed in accordance with the law.

Return of servants to place of engagement.

19. Whenever any servant shall have been taken to the place of employment at the expense of the employer, the employer shall at the termination of the contract of service, otherwise than by cancellation thereof by a magistrate on account of any wrongful act or default of the servant, in like manner return the servant to the place of engagement should the servant wish to return.

Supply of food for servants' return journey.

20. Every employer shall on the termination of the contract of service provide at his own expense a sufficient supply of food for the servant's consumption on the way back to the place of engagement or pay the servant sufficient money to procure such food.

Compensation for bodily injury to servants.

21.—(1) Where after the commencement of this Ordinance personal injury is caused to a servant by reason of—

(*a*) any defect or want of repair in the ways, works, machinery, or plant connected with or used in the business of the employer which was known to the employer or could have been discovered by the exercise of reasonable care and skill;

(*b*) the failure of his employer to take reasonable precautions for the safety of his servant, or to comply with any obligation imposed upon him by this or any other Ordinance or any lawful regulations made under this or any other Ordinance;

(*c*) the negligence of his employer, or the negligence of any person in the service of the employer and exercising any superintendence over the work of the servant or any plant or machinery or under whose orders or directions the servant was acting at the time of the injury;

the servant or, if the injury results in death, his legal personal representative shall be entitled to receive reasonable compensation from the employer, the amount thereof to be assessed by a subordinate court.

(2) Contributory negligence by the servant, not being disobedience to a specific order or wilful misconduct, shall not be a defence to a claim for compensation under this section. But in assessing the amount of compensation regard shall be had to any contributory negligence by the servant.

(3) The voluntary acceptance by the servant of the risk or danger which gave rise to the injury shall not be a defence to a claim for compensation under this section.

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(4) The amount of compensation recoverable under this section shall not exceed the amount of two years wages.

(5) A court awarding compensation under this section may, if it thinks fit, order the compensation to be paid into court, and give directions for its application for the benefit of the servant or his family by instalments or otherwise in such manner as the court considers expedient.

(6) Nothing in this section shall prevent proceedings by a servant or his executor or administrator against his employer independently of this section, but a judgment in such proceedings, whether for or against the employer, shall be a bar to proceedings in respect of the same injury under this section, and a judgment in proceedings under this section, whether for or against the employer, shall be a bar to proceedings in respect of the same injury independently of this section.

Provided that, if in proceedings independently of this section the court decides that the employer is not liable under such proceedings but is liable to pay compensation under this section, the court shall assess the amount of the compensation so payable, but shall deduct therefrom any extra costs which, in the opinion of the court, have been incurred by the employer owing to proceedings having been taken independently of this section.

(7) This section shall have effect notwithstanding any agreement to the contrary contained in the contract of service.

Provisions as to care of servants to apply to service outside the Territory.

22. Without prejudice to any greater liability which may be imposed on an employer by any contract, sections sixteen to twenty-one (inclusive) of this Ordinance shall apply to servants engaged for service outside the Territory in like manner as they apply to servants engaged for service in the Territory.

Power to regulate the use of machinery, etc.

23. The Governor may, if he thinks fit, from time to time make regulations to be published in the *Gazette* prescribing the precautions to be taken to insure the safety of servants employed in connection with any plant, machinery, engine, and boilers, and as to the testing and inspection thereof, and imposing a fine not exceeding one thousand shillings for the breach of any such regulations.

Power to regulate the employment of children.

24. The Governor may, if he thinks fit, from time to time, make regulations, to be published in the *Gazette*, prohibiting, restricting, or regulating the employment as servants of boys and girls under the age of sixteen years, and imposing a fine not exceeding one thousand shillings for the breach of any such regulation.

Labour Agents.

Permits for labour agents.

25.—(1) No labour agent shall recruit or seek to recruit any native to be employed as a servant unless such labour agent is in possession of a permit issued by the administrative officer in charge of the district or sub-district in the form contained in the Schedule to this Ordinance.

(2) The administrative officer may refuse to issue the permit, and may require any person by whom an application for a permit is made to sign a bond for such amount as may be required for the fulfilment of the provisions of this Ordinance and of any regulations which may be applicable and of any special conditions contained in the permit. The administrative officer may, if he thinks fit, require one or more sureties, to be approved by him, to join in the bond.

(3) The permit shall be issued for a limited period, not exceeding in any case twelve months, and shall be valid only for the district or sub-district of the officer issuing the same, or for such part of such district or sub-district as may be specified in the permit.

Agents of labour agents.

26. A labour agent shall not employ any agent for the purposes of assisting him in recruiting, unless and until he shall first have notified the officer who issued his permit in writing of such employment and of the name of such agent and received his consent in writing.

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Power to make regulations.

27. The Governor may from time to time make regulations, to be published in the *Gazette*—

(i) prohibiting, restricting, or regulating the recruiting of natives in any specified districts, areas, or places;

(ii) requiring the provision of proper clothing, feeding, medicines, medical attendance, and housing by and at the expense of labour agents for natives recruited by them;

(iii) prescribing the fees to be paid in respect of a permit to recruit labour;

(iv) imposing such conditions upon labour agents and the recruitment of natives as servants as he may consider proper for the protection of natives.

Penalty for offences by labour agents.

28. Any labour agent who without a permit hereinbefore provided for shall recruit or seek to recruit any native with a view to his employment as a servant, or who having obtained a permit shall contravene any of the provisions of the Ordinance or any regulation thereunder relating to labour agents or any special condition contained in the permit shall on conviction be liable to a fine not exceeding two thousand shillings, and any permit issued to him may be cancelled by the Governor.

BREACH OF CONTRACT AND DISPUTES BETWEEN AND OFFENCES BY EMPLOYERS AND SERVANTS.

Jurisdiction of subordinate courts.

29.—(1) Whenever an employer or servant shall neglect or refuse to fulfil any contract of service, or whenever any question, difference, or dispute shall arise as to the right or liabilities of either party, or touching any misconduct, neglect, or illtreatment of either party, or any injury to the person or property of either party under any contract of service, the party feeling aggrieved may make a complaint to any subordinate court which may thereupon issue a summons to the party complained against.

Provided that, if the amount claimed is beyond the civil jurisdiction of the court, the court shall forthwith forward the complaint to the nearest court having jurisdiction.

(2) Every such court shall have jurisdiction in any such case brought before it against any person being at the time within the area of its jurisdiction, whether the grounds of such case arose within the Territory or not.

(3) If at any time after the laying of the complaint it appears to the court, by information on oath, that the party complained against is about to abscond, the court may cause him to be arrested and detained in custody, unless he finds security to appear and answer the complaint and to abide by the decision of the court thereon.

(4) A court having jurisdiction to adjudicate on any complaint made to it or forwarded to it for adjudication may, if it should appear to the court that the matter of such complaint or of any cross complaint or defence could more properly or conveniently be dealt with in a civil action, order, at any time before judgment therein is delivered, that the remedy, if any for the matters complained of shall be by an action brought in accordance with the law relating to procedure in civil actions and not by complaint under this Ordinance.

Powers of subordinate courts.

30.—(1) Upon any complaint under this Ordinance in connection with a contract of service the subordinate court may, in addition to any jurisdiction it might have exercised if this Ordinance had not been enacted, exercise all or any of the following powers, that is to say:—

(a) the court may adjust and set off one against the other all such claims on the part either of the employer or of the servant arising out of or incidental to the relation between them as the court may find to be subsisting, whether such claims are liquidated or unliquidated, and are for wages, damages, compensation, or otherwise, and it may direct the payment of such sum as it finds by one party to the other party;

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(b) the court may direct fulfilment of the contract, and in case where damages might be awarded for any breach of contract, may in place of the whole or part of the damages which would otherwise have been awarded direct the party committing such breach to find security to the satisfaction of the court for the due performance of so much of the contract as remains unperformed, and, if the party neglect or refuse to find security, the court may commit him to prison until he finds it, but the term of imprisonment shall not exceed three months ;

(c) the court may rescind the contract upon such terms as to the apportionment of wages or other sums due thereunder, and as to the payment of wages or damages or other sums due as the court thinks fit ;

(d) when no amount of compensation or damages can be assessed, or when pecuniary compensation will not in the opinion of the court meet the circumstances of the case, the court may, in addition to rescinding the contract and discharging the parties therefrom, fine either party a sum not exceeding four hundred shillings ;

(e) where it appears to the court that an employer or servant has been guilty of any offence under this Ordinance, the court may, in lieu of or in addition to doing any of the acts or things and to making any of the orders or directions authorised by paragraphs (a), (b) and (c) of this sub-section, pass any sentence or judgment authorised by this Ordinance upon the person so offending, and may make any order or do any act or thing by this Ordinance authorised, or which may lawfully be done for giving effect to such sentence or judgment.

(2) A person shall give security (hereinafter called the bond) under this section by written or oral acknowledgment in or under the direction of the court of the undertaking or condition by which and the sums for which he is bound, and such bond shall be forfeited and enforced in the manner provided for the forfeiture and enforcement of bonds under the law for the time being in force relating to procedure in criminal cases.

(3) Save as in this Ordinance otherwise provided, the provisions of the law for the time being in force relating to procedure in criminal cases respecting appeals and revisions and the levying of moneys ordered to be paid shall apply to all proceedings and all ordered for the payment of money under this Ordinance.

(4) Anything in this Ordinance to the contrary notwithstanding, it shall be lawful for any court having jurisdiction in any proceedings under this Ordinance, whenever it shall consider that by following or by requiring the complainant to follow the procedure laid down by law for criminal cases the ends of justice will or may be defeated, to adopt or order to be adopted for all or any purpose of the proceedings and at any stage thereof or for the levying of moneys ordered to be paid all or any of the provisions of the law for the time being in force relating to the procedure in civil cases.

Punishment of juveniles.

31. Whenever any male person shall appear liable to have any of the orders specified in the last preceding section made upon him, or to be punished in any other manner provided by this Ordinance, if he shall appear to the court to be under the age of sixteen years and to require punishment in the way of discipline rather than in any other manner, the court may order him to be detained for one day in any suitable place of detention, and to be corporally punished in manner provided for the whipping of juveniles by the whipping regulations dated the fifth day of October, 1918, such whipping to be in lieu of any other punishment.

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Minor offences by servants.

32. Any servant may be fined a sum not exceeding the amount of half a month's wages and in default of payment may be sentenced to imprisonment of either description for a term not exceeding one month in case he shall be convicted of any of the following acts, viz :—

(a) if, after having entered into a contract he fails or refuses without lawful cause to commence the service at the stipulated time ;

(b) if, without leave or other lawful cause, he absents himself from his employer's premises or other place proper and appointed for the performance of his work ;

(c) if during working hours he unfits himself for the proper performance of his work by becoming or being intoxicated ;

(d) if he neglects to perform any work which it was his duty to have performed, or if he carelessly or improperly performs any work which from its nature it was his duty under his contract to have performed carefully and properly ;

(e) if without leave and for his own purposes he makes use of any horse, vehicle, or other property belonging to his employer ;

(f) if he uses any abusive or insulting language to his employer or to any person placed by his employer in authority over him calculated to provoke a breach of the peace ;

(g) if he refuses to obey any command of his master, or of any person lawfully placed by his master in authority over him, which command it was his duty to obey ;

(h) if on entering into or for the purpose of obtaining a contract of service he gives a false name or address.

Major offences by servants.

33.—(1) Any servant may be fined any sum not exceeding one hundred shillings or may be sentenced to imprisonment of either description without the infliction of a fine, at the discretion of the court, for any period not exceeding six months, in case he shall be convicted of any of the following offences, that is to say :—

(a) if wilfully or by wilful breach of duty or through drunkenness he does any act tending to the immediate loss, damage, or serious risk of any property placed by his employer in his charge or placed by any other person in his charge for delivery to or on account of his employer :

(b) if by wilful breach of duty or by neglect of duty or through drunkenness, he refuses or omits to do any lawful act proper and requisite to be done by him for preserving in safety any property placed by his employer in his charge, or placed by any other person in his charge for delivery to or on account of his employer ;

(c) if, being employed as a herdsman, he fails to report to his employer the death or loss of any animal placed in his charge which he alleges to have died or been lost, on the earliest opportunity of so doing after he has discovered or in the course of duty was bound to have discovered such death or loss, or if he fails to preserve for his employer's use or inspection any part or parts of such animals as he alleges to have died, which part or parts he has by his employer been directed to preserve unless such herdsman proves to the satisfaction of the court the death of such animal, or if it is made by his employer to appear that any such animal or animals alleged by him to have strayed away or otherwise become irrevocably lost could not in the circumstances have become irrevocably lost without his act or default ;

(d) if, being employed in any capacity other than that of a herdsman, he alleges the loss of any property placed in his charge by or for his employer and it is made to appear by his employer that the property in question could not have been lost without his act or default ; or

(e) if without lawful cause he departs from his employer's service with intent not to return thereto.

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(2) An offence against this section shall be a cognizable offence, and a police officer may arrest without warrant a person accused of such an offence.

Effect of offence on contract.

34.—(1) No fine or period of imprisonment undergone under this Ordinance by a servant shall have the effect of cancelling the contract of service.

(2) No wages shall become payable to a servant for or during any term of his imprisonment under this Ordinance.

Power to add period of absence without leave to term of service.

35.—(1) When a servant is convicted under this Ordinance of absenting himself from or of departing from the service of his employer, then the period of his absence may, on the application of the employer and at the discretion of the court, be added to the term of service originally stipulated.

(2) In such case it shall be the duty of the court to ascertain at the trial the period of absence, and to certify the same by writing to be delivered to the employer, and the period mentioned in such writing shall be deemed to be added to the original term of service.

Compensation for loss, etc., of employer's property.

36. As often as any property of the employer is lost or damaged by means of any negligent or unlawful act or omission of his servant, it shall be lawful for the court, should it think fit, to fix the amount of compensation for such loss or damage, and make such order as to the payment thereof, either at once or by instalments out of wages to be yet earned or otherwise, as shall seem reasonable and just.

Provided that no instalment ordered to be paid out of wages shall exceed one-half of the servant's monthly wages if the instalments are ordered to be paid monthly, or one-half of the servant's weekly wages if the instalments are ordered to be paid weekly.

Desertion by servant while an advance still owing.

37. Any servant who, having received from his employer any wages in advance, quits without good reason the service of such employer before such advance is fully repaid or worked off in circumstances from which it appeared that he intended to defraud his employer, shall be guilty of an offence and shall on conviction be liable to a fine not exceeding one hundred shillings or to imprisonment of either description for a term not exceeding six months.

Delay in complaint by employer.

38. No servant shall be convicted under any of the foregoing sections of this Ordinance unless the employer shall lodge his complaint without undue delay after he becomes cognizant of the offence or alleged offence.

Offences by employers.

39. Any employer of any servant shall be liable to a fine not exceeding two hundred shillings or to imprisonment for a term not exceeding one month or to both such find and imprisonment in case he shall be guilty of any of the following acts or omissions, that is to say :—

(a) if he shall withhold the wages of such servant without reasonable and probable cause for believing that the wages so withheld are not really due ;

(b) if, before or after the expiration of the contract of service, upon demand made and without lawful cause, he refuses to deliver or permit to be taken away any property belonging to such servant lawfully remaining or being upon such employer's land or in the employer's possession without reasonable and probable cause for believing that the property in question was lawfully detained ;

(c) if he fails upon demand, without reasonable excuse, to supply or deliver to such servant the food, blanket, or other articles stipulated for in any written contract of service, or if, without reasonable excuse, he supplies or delivers food, blanket, or other articles not conforming to the said contract ;

(d) if he shall fail to comply with any of the provisions or requirements of sections sixteen to twenty (inclusive) of this Ordinance.

Defendant a competent witness.

40. Every person complained against or charged with an offence under this Ordinance shall be a competent but not a compellable witness.

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Entry of dock by defendant.

41. No person against whom a complaint is made under this Ordinance who is not immediately before the hearing of such complaint in actual custody shall be compelled to enter the dock or place usually assigned for prisoners under trial in the court or be otherwise treated as under arrest during the hearing of such complaint.

Provided that if, in the opinion of the court before which the complaint is heard, it shall be necessary in order to secure the attendance of such employer or servant that he shall be placed in custody, it shall be lawful for such court to cause such person to be arrested and detained in custody.

Power to pay fine to complainant.

42. When a court imposes any fine or enforces payment of any sum secured by a recognizance or bond, the court may direct that such fine or sum when recovered, or such part thereof as it thinks fit, shall be applied to compensate any employer or servant for any wrong done or damage sustained by him by reason of the act or thing in respect of which the fine was imposed or by reason of the non-performance of the contract of service.

Power to feed pending hearing.

43. Whenever it shall appear to a court having jurisdiction to adjudicate upon a complaint made by a servant that such servant has not the means and is otherwise unable to obtain food for himself pending the determination of his complaint, the court may cause such servant to be supplied with necessary food at the expense of the Government, but in such case the cost thereof shall be a debt due to the Government from such servant and may be deducted by the court from any moneys received by it for or on behalf of such servant or shall otherwise be paid by the servant.

MISCELLANEOUS PROVISIONS.

Saving of proceedings under other laws.

44. Nothing in this Ordinance shall prevent any employer or servant from being proceeded against according to law for any offence punishable under any law in force in the Territory. Provided that no person shall be punished twice for the same offence.

Saving as to contract of service made abroad.

45.—(1) Nothing in this Ordinance shall prevent any employer or servant from enforcing their respective rights and remedies for any breach or non-performance of any lawful contract of service made outside of the Territory, but the respective rights of such parties under such contract as well against each other as against third parties invading such rights may be enforced in the same manner as other contracts arising thereout may be enforced and as if this Ordinance had not been made.

Provided that—

(a) Whenever any such contract has been executed in conformity with this Ordinance it shall be enforced in the same manner as a contract entered into under this Ordinance ; and

(b) No written contract the tenor and execution of which are not in conformity with this Ordinance shall be enforced as against a servant who is unable to read and understand writing.

(2) For the purposes of this section any such contract shall be deemed executed in conformity with this Ordinance which is signed by the names or marks of the contracting parties and bears, as concerns any illiterate parties, an attestation to the like effect as is prescribed by section four hereof by—

(a) If the contract was made in the United Kingdom or elsewhere in His Majesty's dominions or in a British Protectorate or in any place in respect of which a mandate is being exercised by the Government of any part of His Majesty's dominions, any justice of the peace, or other officer authorised by law to take affidavits or to attest contracts of service ;

(b) If the contract was made in any foreign parts, any judge or magistrate being authenticated by the official seal of the court to which he is attached, or by any British minister, consul, vice-consul, or consular agent.

Saving as to contracts under act relating to shipping.

46. This Ordinance shall not apply to any contract governed by any Imperial law relating to shipping or affect the rights and remedies of the parties thereunder.

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47. The Governor may, as occasion may require, appoint such persons as he may think fit to be special magistrates for the Territory or for any district or districts thereof who shall hold office during the Governor's pleasure and whose appointments shall be notified in the *Gazette*. Power to appoint special magistrates.

A special magistrate shall have and exercise within the area of his jurisdiction and subject to any restrictions which may be imposed by the Governor, whether on his appointment or subsequently, such powers, rights, duties, and jurisdiction as are vested in an administrative officer, magistrate, or a subordinate court by virtue of this Ordinance.

48. Any magistrate, administrative officer, or justice of the peace may for any purpose under this Ordinance at any time enter upon any land or into any building where any servant is employed or housed. Power to enter for purpose of Ordinance.

49. Any person who shall give or offer to give any money or other gift to any headman as defined by the Native Authority Ordinance, 1921, with a view to securing a supply of labour, shall on conviction be liable to a fine not exceeding one thousand shillings. Penalty for giving reward to headman. Ord. No. 16 of 1921.

50.—(1) The Governor may from time to time make regulations, to be published in the *Gazette*, for any of the purposes following :— Power to make regulations.

(a) prohibiting, restricting, or regulating the recruiting of natives for service out of the Territory or out of the district in which they reside ;

(b) prohibiting, restricting, or regulating the importation and entry from outside the Territory of servants or natives intended to be employed as servants ;

(c) regulating the engagement and embarkation of servants to be employed under a foreign contract of service ;

(d) prescribing forms of contract to be used and varying the forms contained in the Schedule hereto ;

(e) generally for better carrying into effect the provisions of this Ordinance.

(2) The Governor may fix such penalties for the breach or non-observance of any regulation as he may think proper not exceeding imprisonment of either kind for one month or a fine of one thousand shillings or both ; and, where no penalty is imposed by the regulations, the breach or non-observance of any regulation shall be punishable to the extent aforesaid.

51. On the commencement of this Ordinance the German law on any matter dealt with by this Ordinance shall cease to be in force in the Territory. Abrogation of German law.

SCHEDULE.

FORM OF FOREIGN CONTRACT OF SERVICE (Sect. 5).

TANGANYIKA TERRITORY.

Station.....
No. .....
Date.....

Contract for Service in.....
between .....
of.....(hereinafter called the employer) and the servants enumerated overleaf.

1. The period of engagement shall be..... from the date the servants leave Tanganyika Territory for service with the employer. Period of service.

2. The servants shall be employed on..... at..... Nature of service.

3. The rate of wages payable to each servant shall be that set opposite his name in the Schedule. Rate of pay.

Servants will not be required to work on Sundays.

Half pay and rations shall be given from the date of recruitment until date of departure from Tanganyika Territory and full pay and rations thereafter. On the return journey full pay and rations shall be given up to arrival in Tanganyika Territory and half pay and rations shall be given Commencement of pay.

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for the journey from the point of arrival in Tanganyika Territory to the place of recruitment. On the arrival at the point of departure from the Tanganyika Territory of the servant the employer shall, if the servant's hut tax has not already been paid, remit to the administrative officer of the servant's district or sub-district six shillings on account of such servant's hut tax which sum shall be deducted from the first month's pay of the servant.

Method of payment.

4. One half of the wages shall be paid monthly to the servant direct in lawful currency and the other half shall be remitted to the administrative officer of his district or sub-district for payment to him on his return home.

Passages.

5. The employer shall provide free transport by rail and steamer for every servant from and to his home where possible.

Rations.

6. Each servant shall be provided by the employer with free food on the following scale :—(here insert rations).

Blankets.

7. Each servant shall be provided by the employer free of charge with one blanket or, if the administrative officer or a Government medical officer or inspector of labour considers it necessary on account of climate, with two blankets.

Housing accommodation.

Sufficient cooking pots and adequate housing accommodation shall be furnished by the employer free of charge.

Medical.

8. The employer shall provide free medical attention and hospital accommodation for the servant.

Wives.

9. Servants if they so desire may be accompanied by their wives (one each), who shall be given free transport, medical attention, housing and hospital accommodation, and half rations, but no pay.

Women shall not be allowed to work.

Deaths, etc.

10. All deaths, desertions, or other casualties shall be reported monthly to the administrative officer of the district or sub-district of enlistment, and any monies due to deceased servants shall be remitted monthly to such administrative officer for payment to relatives.

Sums due to servants who desert shall be remitted to the administrative officer after one month from date of desertion to be held by him for disposal as may be decided.

Inefficients.

11. The employer shall have the right to dismiss and return to his place of recruitment any servant who is or from sickness becomes inefficient. And in such case the contract of service shall terminate on the day the servant arrives at the place of recruitment.

Re-engagement.

12. No servant desiring to extend his period of engagement shall be allowed to do so except with the consent of the Governor of the Tanganyika Territory. Any re-engagement shall, unless the Governor otherwise directs, be deemed to be on the terms of this contract so far as applicable.

Repatriation.

13. Each servant binds himself to allow the employer to repatriate him on the termination of his agreement, and a servant who refuses to be repatriated shall be liable to forfeiture of the half pay held by the administrative officer which if so forfeited shall be disposed of under the orders of the Governor of Tanganyika Territory.

The employer binds himself to repatriate all servants on the termination of their period of service or any extension thereof which may be approved by the Governor of Tanganyika Territory to the place in the Territory where they were engaged.

Agreement by the servants.

14. Each of the servants hereby agrees with the employer to serve him according to the terms and on the conditions of this contract.

In witness whereof the employer has hereunto set his hand the day and year first above written.

Signed by the above named
(employer) in my presence.

....

(Signature of Witness). *(Signature of Employer).*

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SCHEDULE.

No.	Name of Servant.	Father's Name.	Village.	District or Sub-district.	Date of Recruitment.	Date of Departure from T.T.	Date of Arrival in T.T. for Repatriation.	Rate of Pay per Month.	Amount of hut tax to be deducted from Wages.

I hereby certify that I have read over and explained this contract to the above named servants and that they are liable to criminal prosecution for breach of the contract and that they individually and voluntarily assented in my presence with full understanding of its meaning and that I approve of this contract.

Date.....192 .

.....
(*Signature and designation*).

I hereby certify that I filled in the columns beneath which my signature is written and that the particulars so filled in are correct.

Date.....192 .

.....
(*Signature and designation*).

I hereby certify that I have examined the above named servants and with the exception of those men whose names I have cancelled and initialled they are medically fit to proceed to for employment, the number of men so passed being.....

Date.....192 .

.....
Medical Officer.

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FORM OF BOND UNDER SECTION 8.

Know all men by these presents that we (*names and addresses of employer and sureties*) are jointly and severally bound to the administrative officer for the time being in charge of the district of in the sum of to be paid to such administrative officer for which payment we jointly and severally bind ourselves by these presents.
Dated this.....day of.....192..

The condition of the above written bond is such that if the above bounden (*employer*) his executors and administrators should observe and perform all their obligations under a contract of service dated the..... day of.....whereby the said (*employer*) engaged certain servants for service in (*state place*) and all the obligations imposed on the said (*employer*) by the Master and Native Servants Ordinance, 1923, or any regulations made thereunder in connection with the said contract, then the above written bond shall be void, but otherwise shall remain in full force.

Signed by the above named (*employer and sureties*) in the presence of..... (*Signature of employers and sureties.*)

FORM OF LABOUR AGENT'S PERMIT (Section 25).

Station.....

Date.....

Permission is hereby granted to (*name and address of labour agent*) as labour agent of (*name and address of employer*) to recruit (*number*) natives in (*locality*) for work as (*nature of work*) at (*place*). The labour agent shall comply with all the provisions of the Master and Native Servants Ordinance, 1923, and any regulations thereunder which may be applicable, and also with the following special conditions (*state special conditions, e.g.,* "The servants shall be engaged on the terms of the attached form of contract").

This permit expires on.....
(*Signature of administrative officer*).

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APPENDIX IV.

QUESTIONNAIRE OF PERMANENT MANDATES COMMISSION WITH BRIEF REPLIES.

I. SLAVERY.

(*a*) 1. What measures are being taken with a view to ensure the suppression of the slave trade ?

Slave trading is a punishable offence under Sections 370 and 371 Indian Penal Code.

2. What results have been obtained ?

Only four very minor cases have occurred, and the prohibition is efficacious.

(*b*) 1. Is slavery recognised legally ?

No. The status of slavery was abolished by the Involuntary Servitude (Abolition) Ordinance 1923.

2. Does domestic or other slavery still exist ? Give statistics.

Slavery no longer exists in any form.

3. What are the principal causes of slavery (gambling, drink, etc.) ?

4. Is the pledging of a person recognised legally ?

No.

5. Under what conditions can a slave get his freedom ?

All slaves have now been emancipated.

6. What measures have been taken, or are being taken, to provide for the emancipation of slaves and to put an end to all slavery, domestic or otherwise ?

See reply to question (*b*) 1.

7. Is there any time-limit fixed for the emancipation of slaves ?

Unnecessary : *Vide* reply to (*b*) 1.

If in the affirmative, how long is the period ?

II. LABOUR.

(*a*) 1. Have measures been taken to ensure, in accordance with Part XIII of the Treaty of Versailles, the taking into consideration of conventions or recommendations of International Labour Conference ?

The recommendations of the International Labour Conference are hardly suitable to local conditions. Labour is almost exclusively agricultural and there are no industries or manufactures of any importance in the Territory.

2. Are these conventions or recommendations being carried into effect ?

See reply to (*a*) 1.

3 . By what other provisions is free labour protected ?

The Masters and Native Servants Ordinance 1923 defines the relations between employer and employed.

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(*b*) 1. What are the measures intended to ensure the prohibition of forced labour for purposes other than essential public works and services and what are the effective results of these measures ?

The prohibition of forced labour is accepted as an axiom laid down by the Mandate itself, and no further action would appear to be necessary to ensure it. In any case the forcing of labour would be an offence punishable under the Indian Penal Code which is applied to the Territory.

2. For what public works and services is forced native labour required ?

The compulsory recruitment of labour for essential public service is permitted by the terms of the Mandate but the necessity for it has not yet arisen.

3. Are there any other forms of forced labour, such as labour in lieu of taxation, maintenance of highways, etc. If any in the affirmative, how are these regulated ?

Labour in lieu of taxation is only permitted if the native is unable to pay his hut tax in cash and has made no effort to discharge his liability. In these cases, which are few, he is required to work for such period as is necessary to earn the amount of his tax at the rate of wages prevailing locally for unskilled labour. The work is invariably performed locally and the native is not required to leave his district.

District roads, apart from metalled or trunk roads which are maintained by the Public Works Department, are kept clean by the natives in accordance with long-established custom. Cleaning is, as a rule, only necessary for a few days after the rainy season. Each village is responsible for the strip of road within its borders and the work is distributed equally among the householders.

(*c*) 1. How is the recruiting of labour required by private enterprise organised and regulated ? Does the Administration participate in this recruiting ?

The recruiting of labour by private enterprise is regulated by the Masters and Native Servants Ordinance 1923.

The Administration does not participate or assist in any way in the recruitment of labour for private enterprise.

2. Does the Administration allow recruiting in the mandated area of labour for another Territory ? If so, under what conditions ?

The recruitment of labour for employment outside the Territory is regulated by the Masters and Native Servants Ordinance 1923, of which Sections 3 (1), 5, 8, 9 particularly apply. From these Sections it will be seen that labourers may not be recruited for work outside the Territory except with the Governor's consent and on a written contract, the form and conditions of which are laid down in the Schedule to the Ordinance. It is clear that each request to recruit labour for foreign service must be judged on its merits, and that consent would depend not only upon demand within the Territory, but upon the locality and climatic conditions, etc., at the proposed place of employment. For instance, the recruitment of labour from the plains for work at high altitudes or of natives of this Territory for work in the South African mines would not be permitted.

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3. What compulsory and disciplinary measures are authorised with respect to native labour ?

Native labourers can only be punished on the order of a competent court for offences which are cognizable in the courts. The jurisdiction and powers of the courts, punishable offences, and penalties relating to labour in particular are set out in Section 29 and the following Sections of the Masters and Native Servants Ordinance 1923. No disciplinary or correctional measures are permitted other than those sanctioned by the courts.

4. What powers has the Administration for controlling labour contracts in order to ensure their loyal fulfilment both on the part of employer and employed, and what powers does it possess to prevent any abuses in this respect ?

Section 4 of the Masters and Native Servants Ordinance requires all written contracts to be attested before a magistrate or an administrative officer, who must read over and explain the contract to the servant. Unless this is done the contract is invalid and unenforceable against the servant. Breach of contract on the part of employer or employee is an offence under the Masters and Native Servants Ordinance, and is punishable under Section 39 and 32 respectively. Contracts for service outside the Territory require the prior sanction of the Governor.

III. Arms Traffic.

1. What measures are being adopted to control the traffic in arms and ammunition ?

The traffic in the importation of arms and ammunition is strictly controlled by the Arms and Ammunition Ordinance 1922, which gives effect to the provisions of the Convention of St. Germain-en-Laye.

The Ordinance works well, and there is reason to believe that it is satisfactory in every way. To protect their crops against vermin, natives are permitted to retain their muzzle-loading guns which have been in their possession for several years. Under the Arms and Ammunition Ordinance the Governor's consent is required to the possession of a breech-loading weapon by a native. This permission has only been sparingly given to a few trustworthy natives occupying responsible positions.

2. What are the statistics relating to imports of arms and ammunition of different categories ?

Sporting ammunition to the number of 192,500 rounds, and 346 sporting guns and rifles and 118 pistols or revolvers were imported into the Territory during 1923. A slight increase over the number imported in the previous year is accounted for by the number of shooting parties which visited the Territory during the year. There are in the possession of natives 12,081 muzzle loaders and 115 breech-loading rifles, including a number on loan for use against carnivora.

IV. Trade and Manufacture of Alcohol and Drugs.

1. What steps are being taken to assure the prohibition of abuses of the liquor traffic ?

Spirits are not used as an article of trade with the natives.

2. How is the campaign against alcoholism organised ?

See paragraph 33 to 35 of the Report.

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3. What are the effects of these measures (statistics relative to the import and to the local manufacture of alcoholic liquors, etc.) ?

Wines and beer to the value of £12,597 and potable spirits to the value of £24,523 were imported into the Territory in 1923. Such liquor is for non-native consumption only.

The only liquor manufactured locally is native beer and palm wine, the consumption of which at most native ceremonies is demanded by tribal customs. *See* also paragraph 34 of the Report.

4. What are the countries of origin of alcoholic liquor, other than wine and beer, imported into the Territory ?

The United Kingdom and British Possessions, from which alcoholic liquor, other than wine and beer, to the value of £23,231 was imported. Other countries are France, Germany, Belgium, Holland and Italy from which small quantities totalling £1,292 in value were imported.

5. What measures have been taken to assure the prohibition or regulation of the importation, production and consumption of dangerous drugs ?

The complete control of opium and its derivatives is provided for by the Opium Proclamation 1920, which enforces the terms of the Opium Convention of 1912. The preparation and sale of drugs and poisons is governed by the Drugs and Poisons Ordinance 1920. The cultivation of the poppy is prohibited, and all opium, cocaine and other similar preparations imported must be deposited in a Government store, from which delivery can only be obtained on the authority of the Principal Medical Officer. Power is given to Native Chiefs under paragraph 6 (c) of the Native Authority Ordinance 1923 to issue regulations and orders to prohibit or restrict the cultivation, collection, possession or use of plants and herbs of a poisonous, stupefying or other noxious character, and the manufacture, distribution or sale of any derivatives therefrom.

V. Liberty of Conscience.

1. What measures are being taken to guarantee liberty of conscience and religion ?

There is complete liberty of conscience and religion throughout the Territory, provided, of course, that this is not prejudicial to law and order. Native customs are not subject to interference provided that they are not repugnant to civilised ideals of humanity and morality.

2. What restrictions have been laid down for the maintenance of public order and morality ?

Sundry legislation provides for the maintenance of public order and morality.

Among the more important Ordinances may be mentioned :— The Native Authority Ordinance, Peace and Order Ordinance, Witchcraft Ordinance, Young Girls Protection Ordinance, Township Ordinance, Native Liquor Ordinance, Intoxicating Liquor Ordinance, Highways Ordinance.

The Indian Penal Code is applied to the Territory.

3. Is there free exercise of religious worship and instruction ?

Yes, provided that this is not prejudicial to law and order.

4. If not, what restrictions are there to limit such exercise ?

5. What are the results of such restrictions ?

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VI. Military Causes.

1. Has the Mandatory Power established or maintained fortresses or military or naval bases in the mandated territory ?

No.

2. What are the forms of native military organization and instruction ?

Two battalions of the King's African Rifles form the military garrison of the Territory. The total establishment on 31st December, 1923, consisted of 1,750 combatant native ranks and 66 European officers and non-commissioned officers. The force is armed with rifles, Lewis and machine guns, and is under British officers and non-commissioned officers seconded for a period from the Regular Army.

3. Are there any police forces, independent of the military charged with defence of the territory ?

The police force consisted of 66 European and non-commissioned officers, 26 Asiatic and native Sub-Inspectors and 1,753 native ranks. The prison service, which is also under the direction of the Commissioner of Police, consisted of 401 native warders. The police force is armed and, in addition to its primary function of dealing with the detection and suppression of crime, is charged with the guarding of public offices and treasuries, the escort of specie and prisoners, etc. Other branches of the force perform the work of water police, criminal investigation and the supervision of immigration.

What is the respective importance of the two forces and the amount spent on each ?

The King's African Rifles is a military force charged with the maintenance of public order, if this is threatened to such an extent as to warrant military intervention. The duties of the police force are enumerated in the preceding paragraph.

For the financial year ending 31st March, 1923, the cost of maintaining the military service was £160,398, and the cost of maintaining the police service, with which is combined the prison service, was £123,564.

4. In what respect is the military organization of the mandated territory different from that in force in the neighbouring possessions of the mandatory Power ?

The military organization differs from those of neighbouring British Dependencies in that, in accordance with the terms of the Mandate, natives of Tanganyika are not available for service outside the Territory. This principle is enunciated in the King's African Rifles Ordinance 1923.

VII. Economic Equality.

1. What provisions are made to secure economic equality as regards :—

(*a*) Concessions ?

Complete equality exists.

(*b*) Land tenure ?

Complete equality exists except for the prohibition referred to in Question 2 below.

(*c*) Mining rights (in particular, prospecting) ?

Complete equality exists.

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(*d*) Fiscal regime (direct and indirect taxation) ?

Complete equality exists.

(*e*) Customs regulations (imports, exports, transit) ?

Complete equality exists.

2. What are the exceptions, if any, in each category ?

Ex-enemy nationals of States which are not members of the League of Nations are not permitted to hold land except on licence from the Governor. No licence is required in respect of plots of 5 acres or less held on an annual tenancy for the purpose of residence, trade or business.

VIII. Education.

1. What steps are being taken for the elementary education of the natives of the Territory (organization and statistics) ?

See paragraph 78 of the Report.

2. What steps are being taken to provide for higher education of the natives, such as medical, veterinary and technical ?

See paragraphs 66, 76, 77, 79, 89, 93 of the Report.

3. In what languages is instruction given in the different categories of schools ?

In Kiswahili in the elementary and in English, and Kiswahili in the primary schools controlled by Government.

In mission schools instruction is generally given in the vernacular, and often also in Kiswahili.

4. Are mission schools compelled to submit to certain conditions, and, if so, what ?

Mission schools are open to Government inspection, and the acquiescence of the villagers is required before a school is opened in their midst.

IX. Public Health.

1. What steps are being taken in the territory to provide for public health, sanitation, and to combat endemic and epidemic diseases ?

See paragraphs 36 to 46 of the Report.

2. What provisions are made for medical assistance ?

European medical officers are stationed in all the more important districts, and Indian sub-assistant surgeons or compounders are posted to the smaller stations. Well-equipped hospitals are attached to district headquarters, and free medical attendance is provided for all natives.

3. What is the actual situation as regards prostitution, and what steps are being taken in this matter ?

Prostitution is confined to the towns where it is quite impossible to prevent it, and where it will always continue. Among many tribes native custom permits irregular relationships between the sexes, a state of affairs which can only be changed gradually with the advance of civilisation and by patient missionary effort. Prostitution in the ordinary sense of the word is infrequent in country areas. *See* also paragraph 43 of the Report.

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X. Land.

What systems of land tenure and forest law exist ?

How are they legally recognised ?

What lands are considered as belonging to the State, and what are regarded as communally owned ?

The lands of the Territory may be classified according to their tenure as follows :— ?

(*a*) Lands which have been appropriated by written legal process or title to the use of individuals.

(*b*) Lands which by virtue of custom or long prescriptive possession have been constituted into collective or individual estates, the ownership of which is not supported by title and can only be established by repute, custom or prescription.

Rights to land granted by the German Government are recognised subject to proof of title within five years from the date of the Land Ordinance. Land granted by the German Government is held either freehold or on lease, with the option of purchase. No freehold title can be obtained under the Land Ordinance 1923, but a right of occupancy for a period not exceeding 99 years may be granted under the Ordinance.

With these exceptions the domain is regarded as belonging to the Tanganyika Territory, to be held and administered for the use and benefit, direct and indirect, of the natives.

Certain areas are preserved as forest reserves by Government for reasons of rainfall and to prevent destruction of valuable timber. With the exception of these, natives have access to and communal rights in accordance with native custom over forest areas which are not privately owned.

What measures are being adopted for the registration of landed property ?

The following Ordinances deal with the registration of landed property :—

(1) Registration of Documents Ordinance 1923, which replaces the Ordinance of 1921.

(2) The Land Registry Ordinance 1923.

What are the regulations for the alienation of land in which native or non-native communities exercise rights by virtue of heredity or use ?

When any particular area of land is applied for the usual procedure is to refer the application to the administrative officer in charge of the district in which the land applied for is situated. The land is then visited by an administrative officer and an enquiry is instituted on the ground as to whether the land is affected by any native rights of ownership or occupation, either permanent or intermittent, or whether it is really vacant land. If any native rights are likely to be infringed they are specifically safeguarded in the grant, or if this is not feasible the application is not proceeded with.

What are the measures being taken to protect rights and interests of native and non-native communities in respect to land usury, forced sales, etc. ?

Transfers of land from natives to non-natives are not permitted except with the sanction of the Governor, and such transactions as have been allowed relate only to small holdings on the coast belonging to Arabs or Swahilis.

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In many cases in the past Indians obtained mortgages on coconut and other plantations belonging to the natives on the coast as security for money lent or for credit given.

The Credit to Natives (Restriction) Ordinance 1923, will prevent this in future as it debars suits for the recovery of money advanced to natives unless the debt was approved by an administrative officer in the first place.

XI. Moral, Social and Material Welfare.

What are, generally speaking, the measures adopted to ensure the moral, social and material welfare of the natives (measures to maintain the interests, rights, and customs of the natives, their participation in public services, native tribunal, etc.) ?

Referred to throughout the Report under different headings.

XII. Public Finances.

The general schedule of receipts from, and expenditure on, the territory, budget system, indication of the nature and assessment of taxes.

See paragraph 53 to 57 of the Report.

XIII. Demographic Statistics.

Births, marriages (polygamy), deaths, emigration, immigration.

For statistics of population *see* paragraph 23. Registration of births is compulsory in the case of Europeans and Americans and of deaths in the case of all non-natives. Compulsory registration by natives is not possible in the present stage of tribal development and no statistics of native births and deaths are available, though it is known that infant mortality is high.

For immigration, *see* paragraph 24.

Europeans proceed to a temperate climate for a periodical change but there is no emigration in the proper sense of the word.

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REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

BRITISH SPHERE

OF

THE MANDATED TERRITORY OF TOGOLAND

FOR THE YEAR

1923.

(*For the Report for* 1922 *see Stationery Office Publication, August,* 1923).

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ANNUAL REPORT.

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Report on the British Sphere
of the
Mandated Territory of Togoland
for the year 1923.

ADMINISTRATION.

Togoland became a German Colony by virtue of Agreements with France and Great Britain of 1885, 1888, 1897 and 1899 respectively, and lies between the Gold Coast and the French Colony of Dahomey; its area is approximately 33,000 square miles, with a population estimated to be about 1,000,000. Lome, the former capital, is situated on the coast and is close to the Eastern Frontier of the Gold Coast.

2. On 26th August, 1914, the Colony was surrendered to the combined British and French Forces. A provisional agreement was made, partitioning the Colony into the British Sphere and the French Sphere; the former sphere included Lome and the greater portion of the Atakpame Line and the Misahohe Line, the division following an imaginary line north and south.

3. The portion of Togoland now mandated to Great Britain by the Anglo-French Agreement signed in Paris on 10th July, 1919, by Viscount Milner and M. Simon, is being administered as an integral part of the Gold Coast Colony and its Dependencies, as prescribed by the Togoland Proclamation No. 4 of 1923, cited as "The British Administration and Courts (Togoland) Proclamation, 1923."

4. The Colony of the Gold Coast and its Dependencies falls into three administrative divisions:—the Gold Coast Colony, Ashanti, and the Northern Territories. For purposes of administrative convenience the British Sphere of Togoland is divided into two parts, the northern part being administered as part of the Northern Territories, and the southern as part of the Colony proper. The whole sphere is divided into the following districts:—

(1) Northern Mamprussi (Togoland Section of).
(2) Kussassi (Togoland Section of).
(3) Southern Mamprussi (Togoland Section of).
(4) Eastern Gonja (Togoland Section of).
(5) Eastern Dagomba.
(6) Kete-Kratchi.
(7) Ho.

The first six of these form the Northern Section, and, being regarded as an integral part of the Northern Territories—Northern Section—are administered by the Chief Commissioner of the Northern Territories as Senior Political

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Officer, acting subject to the authority of the Governor. The seventh forms the Southern Section and is administered by the Commissioner of the Eastern Province of the Colony as Senior Political Officer, acting subject to the authority of the Governor.

Nos. 1 to 5 were previously known as the Yendi District, and are now merged into five districts, with a population of 75,540, divided as follows :—

Males	39,672
Females	35,868
	75,540

with an area of approximately 7,354 square miles.

6. As stated in the previous report, the Northern Mamprussi Section of Togoland is in charge of the District Commissioner stationed at Navarro, the Kussassi Section is in charge of the District Commissioner stationed at Bawku, and the Southern Mamprussi Section in charge of the District Commissioner stationed at Gambaga. The Eastern Gonja Section of Togoland is in charge of the District Commissioner stationed at Salaga, and the Eastern Dagomba Section in charge of the District Commissioner stationed at Yendi.

7. The Kete-Kratchi District has a population of approximately 25,245, divided as follows :—

Males	12,303
Females	12,942

with an area of approximately 3,079 square miles in charge of a District Political Officer with an Assistant District Political Officer, stationed at Kete-Kratchi, which is the Headquarters of the District.

8. The Ho District (including the Sub-District of Kpandu) is composed of some 190 villages, with a population of approximately 88,030, made up as follows :—

Males	42,431
Females	45,599

with an area of 2,607 square miles in charge of a District Political Officer, who also acts as Record Officer for the British Sphere of Togoland, with Headquarters at Ho, and an Assistant District Political Officer with Sub-District Headquarters at Kpandu.

9. The total population of the British Sphere is therefore approximately 188,815, made up as follows :—

Males	94,406
Females	94,409

with a total area of approximately 13,040 square miles. The figures of the population in paragraphs 3, 5 and 6 are the result of the 1921 census. It will be noted that they are in contradiction

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to those supplied in the first report submitted for 1920–21, which were based on estimates founded on figures compiled by the German Administration, probably in 1904. The Area figures are those supplied by the Gold Coast Survey Department.

10. The Administrative Staff operating in the Mandated Area is as follows :—

Political.

Two Senior Political Officers.
Seven District Commissioners, one of whom acts as Record Officer for the British Sphere of Togoland, and
two Assistant District Commissioners.

Medical.

Four Medical Officers, who are Medical Officers of Health for their respective Districts.

Public Works.

One Executive Engineer.
Three Inspectors of Works.

H.M. Customs Preventive Service.

Three Collectors of Customs.

Agriculture.

One Superintendent of Agriculture.

Police.

One Commissioner of Police.

Education.

One Provincial Inspector of Schools.
One Headmaster, Junior Trade School (Yendi).

All the above Departments are assisted by an efficient native staff. These natives are employed in the public services in the position of :—

Clerks, Interpreters ;
Sanitary Inspectors ;
Nurses, Dressers ;
Surveyors ;
Superintendents of Police ;
Superintendents of Preventive Service ;
Travelling Instructors (Agriculture) ;
Assistant Inspectors of Schools, and
Teachers, etc.

JUDICIAL PROCEDURE.

11. Judicial procedure, as stated in the previous report, page 5, paragraph 6, is now amended by Proclamation No. 4 of 1923 (Appendix A.), which revokes the following Proclamations :—

(i) The Proclamation issued at Lome on 30th September, 1914, relating to British Courts in Togoland.

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(ii) The Proclamation issued at Lome on 16th October, 1914, relating to the British Courts in Togoland.

(iii) The Proclamation issued at Lome on 28th October, 1915, relating to the British Courts in Togoland.

(iv) The Proclamation issued on 17th June, 1921 (Proclamation No. 13 of 1921) ; and

(v) The Administration (British Sphere of Togoland) Proclamation, 1923, which was issued on 16th January, 1923, Proclamation No. 1 of 1923.

(*a*) The jurisdiction of the Court of the Senior Political Officer is extended throughout the whole British Sphere, and in each of the districts of the British Sphere there is also a Court of the District Political Officer.

(*b*) In the districts administered by the Chief Commissioner of the Northern Territories the Court of the Senior Political Officer may be presided over by any of the following Officers :—

The Senior Political Officer,

The Circuit Judge of the Protectorate,

The Deputy Chief Commissioner, or by

a fit and proper person appointed for the purpose in writing under the hand of the Senior Political Officer ; and such presiding officer should for the purpose of the administration of justice and of the holding of sessions of the said court in the districts, have, and may exercise (subject always to the terms of his appointment) all the powers, jurisdiction and authority of the Senior Political Officer.

(*c*) In the Ho District the court of the Senior Political Officer may be presided over by the Senior Political Officer or by a fit and proper person appointed for the purpose in writing under his hand, and such presiding officer shall, for the purpose of administration of justice and of the holding of sessions of such courts of such districts, have, and may exercise (subject always to the terms of his appointment) all powers, jurisdiction and authority of the Senior Political Officer ;

(*d*) The courts of the District Political Officers—except in the Ho District—exercise a jurisdiction corresponding to that of a District Commissioner of the Northern Territories, and in the Ho District, to that of a District Commissioner of the Gold Coast Colony, namely, in civil matters up to £50, and in criminal matters, cases which may be dealt with by a fine of £50 or six months', imprisonment with hard labour ;

(*e*) Decisions of the courts of the District Political Officers are subject to review by the courts of the Senior Political Officers, whose powers are unlimited except in cases of capital punishment and of imprisonment of five years or upwards where a copy of the proceedings is forwarded to the Governor for his confirmation.

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Every such sentence is subject to annulment, commutation or reduction by the Governor, and no sentence of death is carried out unless confirmed by the Governor in writing;

(*f*) For hearing and determining civil causes the Courts are guided by Proclamations for the time being in force in the British Sphere and are subject thereto, and so far as reasonably practicable by the laws of the Colony, provided always that the courts shall also, in general, be guided by the principles of justice, equity and good conscience;

(*g*) The criminal law administered by the courts is that declared in the Proclamations from time to time to be in force in the British Sphere, and also, so far as the same may be reasonably applicable, that embodied in the Criminal Code of the Gold Coast Colony;

(*h*) In suits in which natives are exclusively concerned, the courts may at their discretion refer the parties to such Native Tribunal or Native Authority as may, according to the Native Customary Laws have power to deal with same.

NATIVE JURISDICTION.

12. All chiefs are allowed tribunals with limited jurisdiction, which during the German regime had its origin in the Chiefs Court Ordinance, i.e., a Head Chief in civil and criminal causes up to £5, and a Sub-Chief up to £2 10*s*. Appeals are allowed from a Sub-Chief's Court to that of a Head Chief, and from that of Head Chief to that of the District Political Officer.

The period of limitation for appeals from the Head Chief's Court to that of the District Political Officer is two weeks; after this period appeals are refused except in special circumstances.

13. The duties of the Chiefs are the same as set forth in Appendix E of 1920–21 Report. The Head Tax of six marks a year, instituted by the Germans, was abolished by our Administration under the original Agreement of 1914, and has not been re-introduced. The Courts of the Chiefs consist of the Chief as President and from one to four members, selected from the more respected men of the village or division, with deciding votes; in case of equality of votes the Chief decides.

14. The Native Jurisdiction Ordinance applicable in the Gold Coast has not been introduced owing to the absence of effective machinery to work it in the Mandated Area. The limited powers of the Chiefs under the German regime, and the numerous petty states in existence (which doubtless originated when the Ewes settled down after the general exodus from Nuatja), each with its own Head Chief and Sub-Chiefs, would make the introduction of this Ordinance impracticable for some time to come.

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15. The Chief's Oath, which was discouraged under the German regime, with the object of its ultimate disappearance, is recognised by the British Administration as a native institution. The following is a brief description of the Oath :—

> " Anciently among the Ewe-speaking people the process of law was set in motion by means of an oath sworn on another person, and the practice, though not as in early days exclusively, still prevails. The oath is attached to the ancestral stool of a division or sub-division, and is sworn by the mention either of the name or the description of a place where some disaster befell the state, or of the day of the week upon which such an event occurred. The incident which gives rise to it may be a victory accomplished at a cost, but it is essentially the loss which is recorded by the creation of the oath. The Chief, as occupant of the stool, prohibits formal utterance of the word indicative of the event, and places a price on it. Should a dispute between two persons arise, and should accused or accuser mention the prescribed word, specifically and in the form of an oath, both parties are pledged to refrain from further differences until the point at issue is brought before the tribunal over which the blood descendant of the creator of the oath presides, when after adjudication, the offender is called upon to pay the penalty. Common participation in and respect for the oath, is the cement which binds what otherwise would be a number of village communities into the visible state, and it may be described as the true test of union. The stools of subordinate chiefs of a comparatively high rank usually have a distinctive oath, inferior to that of a paramount stool, and the possession of an oath may be taken as that which distinguishes a chief from a village headman."

16. The oath fees in the Southern Section are in the case of a Head Chief £5, and £2 10s. in the case of a Sub-Chief.

Adultery fees in connection with the Native Courts, which were originally as follows : —

	£	s.	d.
Head Chief	5	0	0
Sub-Chief	2	10	0
Literates	1	10	0
Illiterates		4	6

have since been increased as follows :—

Head Chief	6	0	0
Sub-Chiefs	3	0	0
Literates (including Linguists, Craftsmen) ..	2	0	0
Illiterates		7	6

with the object of checking promiscuous fornication, which is the cause of a lot of domestic troubles.

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COMMUNICATIONS.

Posts and Telegraphs.

17. There is a bi-weekly postal service between Ho and Accra, and a weekly service between Ho and Palime and between Ho and Kpandu. The former, as mentioned in the previous report, page 5, paragraph 7, proved most unreliable and was abolished in favour of the Ho–Adidome service, which is maintained by a mail van from Accra to Amedica (on the Volta River), a distance of 40 miles from Accra, and thence to Adidome by motor launch, a distance of 35 miles, and thence by mail runners, a further distance of 42 miles, to Ho.

18. The Ho–Kpandu and the Ho–Palime services are maintained by runners.

19. The districts in the Northern Territories are served from Salaga and Tamale respectively by motor transport, telegraphic communications reaching these sources by the same route.

20. Telegraphic communication between Ho and the Gold Coast is via Palime and Lome, and is maintained by arrangements with the French authorities.

21. It is not proposed at present to erect any further telegraphic lines in the British Sphere.

Roads.

22. As stated on page 6, paragraph 8, of the previous report, on the partition of the Colony in 1920, the British Sphere was left without direct means of communication with the coast which could be used for motor transport, or any trade outlet to the sea other than by utilising the French railways in the French Area. To overcome this difficulty a first-class motor road is being constructed and is now open to heavy motor traffic between Ho and Senchi on the River Volta, a distance of 45 miles, to connect the Gold Coast from Accra, via Senchi, with the Northern Territories as far as Yendi. This motor way also provides an outlet to the sea by the River Volta, via Amedika, to the port of Addah, a further distance of some 78 miles. The same is the main motor way to the Northern Territories, branching north from Anyirawase, three miles west from the former Anglo-German Frontier, between the Gold Coast and Togoland, thence over the Bame–Kpeve Pass (constructed in 1921), thence to Golokwati, via Logba-Wuinta, where it joins the main Palime–Kpandu Road, thence due west to Kpandu and thence north to Kete-Kratchi and Yendi, a total distance of approximately 335 miles from Senchi.

This road has been reduced in distance by five miles by the construction of a motor way between Logba–Wuinta and Golokwati, thus avoiding Leklebi–Dafo.

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23. The motor road from Ho to Adidome on the River Volta (42 miles), and thence by river to Addah, a further distance of 25 miles, has been maintained, and is open to light motor traffic as a dry weather road. This motor way has been very little patronised by the merchants, probably owing to the close proximity of the Palime-Lome Railway in the French Zone. It is to be hoped that when the cotton industry, now in its infancy, has developed to such proportions as make it capable of commercial exploitation, the utility of the road as an outlet to the seaport at Addah will be appreciated by the mercantile community.

24. The main roads at present feeding the Palime-Lome Railway—a distance of 78 miles from Palime to Lome—are :—

Ho-Palime, via Nyive, British-French Boundary, a distance of 27 miles, 15 of which are in the British Sphere.

Bame-Honuta, Anglo-French Boundary, and Kpatawe, a distance of 35 miles, of which 20 are in the British Sphere.

Hohoe-Palime, via Koloenu, Golokwati and Dafo, a distance of 33 miles, of which 20 are in the British Sphere.

25. There is a motor road from Tamale running due east, via Djimle-Sung-Sambu-Yendi to Demon, a distance of approximately 75 miles, and thence due north to Nalogli, a further distance of eight miles.

26. There is also a motor road between Ho and Denu—a port on the Gold Coast, situate between Lome and Keta, via Botoe, Aferingbe and Dsodje—40 miles of which pass through the British Sphere. A list of roads open to motor and cycle traffic in the Ho District, with mileages, is attached. See Appendix B.

27. A new motor road is under construction between Kratchi and Salaga.

Waterways.

28. The only river of any importance from a commercial standpoint is the River Volta, which is formed 40 miles north of Yegi by the confluence of the Black and White Voltas, and forms the western boundary from the confluence of the Daka River near Tankatamku (which latter river also forms the boundary between the Northern Territories of the Gold Coast and Togoland) as far south as the confluence of the River Dayi—latitude 6° 40′ W.—whence the Volta passes through the Gold Coast and flows into the sea at the port of Addah, where the mouth is about a mile wide, and small coastal steamers of about 600 tons gross tonnage can enter the river. The southern portion of the river is navigable for flat bottom steam launches and lighters all the year round, up to Amedica, a distance of some 76 miles. Coastal steamers have been known to reach this distance during high floods.

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29. Canoe transport is utilized from Amedica as far north as Yegi, where a considerable amount of salt and local produce trade is carried on. The dangerous Kratchi rapids, which it is stated have never been shot by a canoe, however, necessitate the transshipping of merchandise from the bottom of the rapids to the top, and for this purpose a mono-rail was erected some years ago for canoe porterage on the Gold Coast side. A quantity of salt enters Togoland at this point through Kete-Kratchi.

30. A fishing industry flourishes on the river, and a quantity of dried fish enters Togoland for local consumption from this source.

31. Other minor perennial waterways are the Oti, which flows into the Volta slightly north of Yambosu; the Daka, already mentioned above; the Asuokoko, which flows into the Volta near Akrosu; the Konsu, west of Kwamikrum; and the Flabo, a tributary of the Dayi, which latter enters the Volta as already stated.

PUBLIC WORKS.

32. The works under this head are carried out in the Ho District by the officers of the Public Works Department of the Gold Coast, and in the other districts by the District Political Officers under the guidance of officers of the former Department.

33. The Public Works Department in the Ho District consists of :—

One Engineer,
Three Inspectors of Works, assisted by an African Staff.

34. All Government buildings have been maintained and kept in repair. The following buildings were completed or were under construction during the year under review :—

(1) Guard and Charge Room, Police Lines, Ho—completed at a cost of £74.
(2) One Bungalow, commenced in November, 1922, and completed in 1923—total cost, including rain water tanks and furniture, being £1,070.
(3) Court House, Offices and Treasury, commenced May, 1923, at an estimated total cost (including furniture) of £1,000.
(4) Two Bungalows, commenced in September, 1923, at an estimated total cost, including rain water tanks and furniture, of £2,840.

All the above buildings are substantially built with brick or masonry walls, and roofed with shingles. The roads in the towns have been widened and considerably improved, and sign-posts have been erected denoting the names of towns and villages. Public conveniences have been constructed for the use of the local inhabitants, and market stalls with cement floors and shingle roofs are under construction in Ho for use of the local traders.

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AGRICULTURE.

35. The resources of the country are mainly agricultural, and the prosperity of the country and its peoples must, to a large degree, depend upon the successful development of these resources. This fact is fully recognised by the Administration, and the vigilance of its agricultural officers is never relaxed, and useful and valuable instructions are always given.

36. In the northern portion of the British Sphere the prevailing type of the country is orchard bush, the soil being sandy, shingly and lateritic, totally unsuited for the cultivation of such crops as cocoa, kola, etc. The soil during the wet season becomes swampy, particularly in the vicinity of large rivers; in the dry season the conditions are reversed, water is often scarce and the soil becomes extremely dry. The staple crops grown include guinea corn, millet, yams, cotton, pigeon peas, ground nuts, cassava, beans and tobacco. Shea butter—butyspenum Parki—is found in abundance, and the butter manufactured from its fruit is the chief product of export into the Gold Coast Colony for various uses.

37. In the central portion of the British Sphere, that is to say, the Kratchi Area, vegetation is of a semi-orchard type and the soil is poor.

38. In the southern portion of the area the soil improves, and crops, such as cassava and yams, etc., are grown in the vicinity of each village in large quantities for local consumption. An endeavour is being made to revive the cotton industry, which some years ago was in a flourishing state. Several thousands of kola seeds have been distributed to the chiefs in the hope that in the future kola plantations would be the means of replacing the now defunct rubber trade. Cocoa, cotton, palm kernels, palm oil, coconuts, kola, corn, ground nuts, coffee, beans, rice and tobacco are the important products cultivated in the Southern Section, and for which the country is suited.

39. The cocoa area commences in the Tapa Division close to the boundary between the Ho and the Kete-Kratchi Districts. The chief areas for this product are in the neighbourhood of Wovra-Wovra and Borada, in the north of Kpandu, and extend as far south as the range of hills at the base of which Ho lies.

40. The first-named product is largely grown and forms the staple export produce, cotton following next in the order of importance. Regarding its future prospects under German and British Administration, an extract quoted *in toto* from a book published by N. M. Penzer, Esq., B.A., F.R.G.S., F.G.S., may be of interest. The article also refers to that portion of Togoland mandated to France and is entitled: " Cotton Growing in British West Africa; " " The Late German Colonies."

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"A. *Togoland.*"

"(i) *Geographical and General.*—The former German Colony of Togoland is situated on the northern coast of the Gulf of Guinea. Its frontage on the gulf extends for 32 miles only, but it stretches inland for 350 miles and has an average of 130 miles. It is bordered on the west by the British Gold Coast, on the north by the French Colony of Upper Senegal and Niger, and on the east by the French Colony of Dahomey.

"Togoland is divided into two triangles by a range of mountains which begins and ends beyond the frontiers, thus forming two distinct areas—the north-western, consisting of low-lands drained by rivers Oti and Kulukpene; and the south-eastern, low-lying coastal regions and an interior plateau.

"With the exception of the Kara and Kerang Rivers, which rise on the eastern side of the chain, all the rivers of the Colony—the Volta and its tributaries—rise in the central range.

"Transport and intercourse are made difficult by impassable hills and swollen or deep-cut rivers. The geological formation in the east of the Colony consists of gneiss and granite, whilst further west are gneiss and limestone, with considerable quantities of quartzite on the Western border.

"The soil of Togoland is not fertile. The best is found in the river valleys and at the foot of certain mountains, especially the Agu Mountain, south of Misahohe.

"In central Togo the maximum rainfall is in September. This is followed by three months of intense heat. The water supply is dependent on the rains, perpetual drought making some parts of the Colony inhabitable.

"Lome is the natural port of Togland, and before the war there was communication with Hamburg.

"The native population consists mainly of the Sudan negroes, who have the reputation of being almost the best labour obtainable in Africa. The native population is estimated at about 1,000,000. In 1913 there was 368 whites in Togoland, of which the large majority were Germans.

"(ii) *Historical.*—The German flag was hoisted at Lome in 1884 by Dr. Gustav Nachtigal, the German Consul-General for West Africa. A series of disciplinary expeditions between that date and 1890 firmly established German dominion over that small but hitherto independent strip of country.

"Since then the Germans have spared neither effort nor money in developing the Colony to the utmost. An excellent postal and telephone service was installed; railways and roads were built; schools and colleges were started. A large wireless had just been completed at Kamina when the war broke out.

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" Shortly before the beginning of the 20th century the Germans, realising the disproportion of the world's cotton supply to the needs of the world, and resentful of their entire dependence for that commodity on the United States, determined to endeavour to start a supply within their Empire.

" Togoland appeared to them to offer very special opportunities for the cultivation of cotton as it was densely populated and the natives were excellent agriculturists, well accustomed to growing cotton for their own use.

" In 1900 the German Colonial Economic Committee determined to send out an expedition to Togoland to report on the most favourable districts for cotton growing, and to find out what machinery, etc., would be needed, and to make all necessary recommendations. The services of an American expert, Mr. James N. Galloway, were secured, and he undertook to remain some years in the country to superintend the beginning of the industry.

" As the fields and lands in Togo belong to the natives, it was decided from the beginning that cotton should be established as a native industry, and four coloured men, all of them experienced and educated cotton growers, were sent from Alabama in 1908 to show the natives how to work.

" The first station was opened in Towe, where 100 acres were cleared. Cotton growing was afterwards taken up by the Imperial stations at Misahohe, Ho, Kpandu, Kete-Kratchi, Atakpame and Sokode.

" In 1904 the Colonial Economic Committee transferred its experimental station and school from Towe to Nuatja in Southern Togo under the management of an American called John Robinson. The course was a three years' one, and when it was finished, the students, who were selected from different districts, returned to their native districts where they were granted 20 acres of land each. This grant was subsequently discontinued, as it was found that the land was not used to its best advantage. In 1908 the Togo Government purchased the Nuatja College from the Colonial Economic Committee, and since then all kinds of agricultural work, besides cotton growing, have been taught there.

" The Germans hoped that under Government protection the cotton industry would be developed into a national pursuit. Not only would the natives become economically dependent on the Fatherland, but Germany even entertained the hope of eventually becoming independent of the United States for her supply of cotton. That these hopes were a great deal too optimistic the Germans themselves realised, and in 1914, Moritz Schantz, on behalf of the Colonial Economic Committee, announced that cotton growing in Togoland was not capable of much further expansion.

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" (iii) *Varieties.*—Nearly every locality in Togo produces a different kind of cotton. The following are the most important indigenous varieties.

" Two varieties of Gossypium Punctatum :—

" (1) A variety with hairy seed, which is tall growing and has but a small yield, the balls of which mature quickly. It flourishes along the coast and is able to withstand droughts.

" (2) An up-country variety.

" The Sokode cotton belonging to G. Punctatum, similar to American Upland.

" The Togo Sea Island cotton (G. Religiosum), a variety with bare seeds. Successful results from it have been obtained in the upland districts round Agu, Misahohe and Atakpame. The Kpandu cotton : a hybrid of G. Peruvianum and G. Barbadense, with bare seeds which close up in a ball. An indigenous variety which grows in the Mangu district.

" The Germans have made many attempts hybridising the different varieties. One of their most successful experiments was in Southern and Central Togo, where the coast variety—G. Punctatum—crossed slightly with American Upland (G. Hirsutum) and Togo Sea Island, gave satisfactory results. The American variety, Russell Big Bolls (G. Hirsutum), was imported from the States. It yields more than the indigenous cotton, though the production is inferior to that in the States.

" Egyptian seed has also been tried, but without success. The authorities finally came to the conclusion that the most suitable kinds of cotton for cultivation were :—

" For South of Togoland—Indigenous Sea Island cotton.
" For Central Togo—American Upland.
" For North Togo—An East India variety.

" (iv) *Statistics.*—Exports of cotton from Togoland, 1902–1911 :—

Year.	*Cotton Bales.* 550 lb.	*Year.*	*Cotton Bales.* 550 lb.
1902	80	1907–8 ..	1,691
1903	128	1908–9 ..	2,300
1904–5	519	1910	1,859
1905–6	857	1911	2,071
1906–7 ..	1,205		

" In order to convince the natives that it was to their interest to grow cotton, the Colonial Economic Committee guaranteed them a fixed purchase price. In 1910 they received 3¾ pf. per pound of lint brought to the coast. Cotton was also bought at all the central buying agencies.

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" The average price obtained for Togo cotton in Germany in 1911–1912 was 6d. per ½ kg. (1 lb. 1 oz.), whilst cotton seed yielded £6 10s. per metric ton.

" The sea freight was 12 marks per bale of 550 lb. from Togo to Bremen."

It will be observed that the German hopes were a great deal too optimistic, as Herr Moritz Schanz announced in 1914, on behalf of the Colonial Economic Committee, that cotton growing in Togo was not capable of further expansion.

The product has up till now offered little inducement to the farmer for extensive cultivation in the British Sphere, and it has been more or less grown in the nature of a catch crop, primarily to meet local demands. The very heavy cost of transport entailed by conveying the cotton with seed over some distance to railhead (Palime) in the French Sphere, in order to have it ginned, robbed the farmer of much of his earnings, and it became difficult for him to understand the benefits to himself of cotton culture.

Its possibilities are, however, pre-eminently hopeful, and a number of varieties exhibited at the Ho Agricultural Show were adjudged worthy of special merit. Improvement of the price of cotton in the European market, and the consequent high prices paid locally, may stimulate the farmer's interest and urge him to more vigorous efforts. With this end in view, Government have established a cotton ginnery at Chelekpe in the Adaklu Division (the chief area of supply), which is used free of charge by the farmers, and a free distribution of selected seeds is being annually made to further encourage the industry.

41. The Agricultural Officers, assisted by the Political Officers, have instructions to render every assistance to the farmers by selecting plots of land suitable for the growing of this product, and it is anticipated that in the near future cotton will become one of the most important products of the southern portion of the British Sphere.

42. The country abounds in palm forests, but here, as in cotton, the heavy cost of transport to the port militates against more extensive production.

43. Although some parts of the country are quite suitable, very little coconut is grown, and the copra industry is practically absent. It is to be hoped, however, that the inauguration of the system of bonuses for all farmers who establish an appreciable area with coconuts will bring about an improvement.

44. The other products mentioned above are not grown in sufficient quantities to allow of their being commercially exploited, but the Agricultural Officers are offering every facility and encouragement to popularise these important crops, especially coffee and kola.

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Tobacco is being encouraged for local consumption, and some excellent samples, which compared favourably with imported brands, were exhibited at the Ho Agricultural Show.

45. The " Collar Crack " disease of cocoa has become a disturbing feature, and legislation has had to be resorted to in order to check the spread of this disease as the farmer has shown more disinclination to carry out the drastic measures required to eradicate it effectively. In Appendix G is quoted an interesting extract from the report of the Assistant Superintendent of Agriculture, giving the history and treatment of the disease.

AGRICULTURAL STATIONS.

46. *Ho and Kpandu.*—The former German Plantations at Ho and Kpandu have been taken over by the Agricultural Department of the Gold Coast, and attention is chiefly confined to kola and cocoa.

Kpedschu.—The Government experimental Plantation at Kpedschu, situated on the Ho–Adidome Road, 16 miles south of Ho, made mention of on page 20, paragraph 100, of the previous report, is still being maintained by the Agricultural Department. The yield of the cotton crop treated in 1922 did not prove such a success as was anticipated, due, it is reported, to the humidity of the atmosphere. Further experiments are, however, being made. Successful crops of corn, rice, ground nuts, soya beans and tobacco have been grown and a coconut plot has been established.

Kpeve.—During the year the Agricultural Department of the Gold Coast has taken over the former Enemy Property at Kpeve situated on the old former Gold Coast–Togoland Boundary, 20 miles north of Ho, for experimental purposes. It contains some 20 acres of cocoa and a quantity of oil palms with room for expansion. In the near future this station will become the Headquarters of the District Agricultural Officer for the southern portion of Togoland.

SLAVERY.

47. The Slave Trade had been effectively abolished by the Germans on the assumption of the administration of the British Sphere by the British Government, when the Slave Dealing Abolishing Ordinance, 1874, and the Emancipation of Slaves Ordinance 1874, of the Gold Coast became operative.

48. Slavery is not legally recognised, but whatever form of it may still be extant, detection is rendered difficult and almost impossible by the effectual concealment of their correct status by the slaves themselves. In the days when slavery was tolerated, domestic slaves were the most privileged of their class and were treated like dependents, eventually becoming merged into the family of their masters, where association had been of long duration and good conduct had merited such a special privilege.

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49. The pledging of a person is not recognised legally, and a form of it, where a person was demanded as security for the payment of costs in a Native Tribunal, was brought to the notice of the Administration and was forthwith suppressed.

50. It may be safely assumed that the more objectionable forms of slavery no longer exist, and it may therefore be interesting to give here some of the strange customs which once guided the conduct of those who gloried in its existence, but which are to-day mere relics of a once highly flourishing but none the less pernicious institution.

51. Slavery may be broadly classed under two heads, namely, voluntary and involuntary ; under the former class were persons who, as in the feudal days of Europe, offered themselves, often with their belongings, in pledge for protection. These occupied a position a degree better than that of the domestic slave, and though they did not, like the latter, become members of their master's family, were yet members of his household.

The person who, through stress of embarrassed circumstances offered himself, or was offered, as security for a loan required either by himself or by a member of his family, or by his master, if a slave, suffered the hardest lot. He regained his freedom only when the debt was fully discharged, and not infrequently with heavy interest. Unless it was expressly stipulated at the time the pawn was effected, the master or any of his blood relatives could not, if the pawn was a woman, take her in concubinage ; such an act in the absence of such stipulation was considered improper and invariably cancelled the debt and discharged the pawn and her family from all liabilities. Should, however, such a stipulation be made, the children begotten by the master of the woman also served in bondage. A pawn was always considered a stranger, and whereas the domestic slave might succeed to his master's property, the pawn could never do so.

52. In the Northern Area no special measures are taken as the population is aware that it is contrary to the rules of British law, and there is no record to hand of any suspected slavery during the British Administration. All the inhabitants of the British Sphere are made fully aware of the severity with which commission of acts which may have even the appearance of a revival of slavery would be dealt with.

LABOUR.

53. The resolutions and recommendations of the International Labour Conferences are not of such a character as to be applicable to the Gold Coast, but if in the future recommendations were applicable to the Gold Coast, the question of their application to the British Sphere of Togoland would be considered.

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54. No forced labour in any shape or form is tolerated, and protection of the interest of labour is guided by the Gold Coast "Regulation of Employment Ordinance" No. 11 of 1921. This Ordinance has not been brought into force in Togoland, but merely serves as a guide to the Political Officers.

55. Communal labour is employed in the maintenance of important trade roads and rest houses, but such labour is organised by the Chiefs and adequate compensation is invariably made.

56. During the cocoa season the inhabitants of the Southern Section are attracted by the decidedly lucrative nature of occupation offered by owners of farms on the Gold Coast, whither they emigrate for the duration of the season. This section, therefore, forms a prolific source of labour supply, and helps the Gold Coast to tide over a period which might otherwise prove one of so serious a labour shortage as to hamper severely the industry.

In the Northern Section recruiting is carried out for private enterprises by recruiting agents, and the activities of Government are confined to the introduction of such agents to the chiefs and people, and an explanation of their object and the nature of the enterprise for which labour is being recruited.

The Gold Coast mines, railways, and the Accra Sisal Plantation all draw on the labour in this section. The health of the labour so recruited during the year under review has been reported to be satisfactory.

Dismissal for misconduct and incompetency is resorted to as a disciplinary measure provided by local law.

57. Recruiting of labour for another territory is not permitted.

58. There is no organisation in the Southern Section which provides vocational and technical education beyond that supplied by the Public Works Department, where the local inhabitants, under the supervision of European Inspectors, increase their knowledge and skill in their various trades and craft.

59. In the Northern Section there is a Junior Trade School (at Yendi) where the numerous trades are being taught to a number of pupils from the surrounding districts.

60. The dearth of skilled labour, which is largely drawn from the Gold Coast, hampers the rapid carrying out of the important works of public utility, and the training which the Public Works Department provides, therefore, fills a gap which has been created by the absence of any undertaking requiring skilled labour prior to the advent of that department in 1920.

61. A number of unskilled labourers, chiefly Kabures, enter the British Sphere from the French Sphere for the purpose of seeking employment.

62. The working day consists of eight and a half hours, commencing from 6 a.m. till 3 p.m., with an interval of half-an-hour from 10 to 10.30 a.m.

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63. Skilled labour is paid for at the rate of 2s. to 3s. per diem and unskilled labour at the rate of 1s. 3d. to 1s. 6d. per diem.

ARMS TRAFFIC.

64. The arms and ammunition traffic is controlled by the Arms and Ammunition Proclamation No. 8 of 1922, and Regulations made thereunder No. 12 of 1922, both dated 23rd June, 1922, which brought into force the provisions of the Convention for the Control of the Trade in Arms and Ammunition, signed at St. Germain-en-Laye on 10th September, 1919, as mentioned on pages eight and nine of the 1922 Report ; and by Regulation No. 30 of 1923, which further prohibits the importation of firearms and ammunition by post, and extends the scope of the test of possession of firearms, and prohibits the conversion of flint-lock guns into cap guns, and regulates the licensing of persons and places for the repairing of firearms, *vide* Appendix D.

65. Permits have been granted to the various Chiefs to purchase 25,412 lb. of gunpowder, 4,918 lb. of lead bars, and 942 tins of percussion caps, and to Africans of notability to purchase three double-barrelled guns with 1,350 cartridges. Permits to buy 33 dane guns have been issued to the Chiefs. The total number of guns licensed was : 8,316 flint-lock and cap guns ; seven doubled-barrelled guns ; and four air guns. Two private warehouses were licensed at Kpandu.

These arms and ammunition are for the purpose of hunting and protecting farms against the ravages of monkeys and other destructive animals.

TRADE AND MANUFACTURE OF ALCOHOL AND DRUGS.

66. The measures taken to ensure the prohibition of abuse of the liquor traffic are contained in " The Second Spirituous Liquor Ordinance " (No. 31 of 1920), since amended by the " The Second Spirituous Liquor Amendment Ordinance, 1923 " which more clearly and precisely defines " Trade Spirits " and fixes the maximum strength of absolute alcohol imported spirits should contain. (*Vide* Appendix E.).

67. Palm wine, prepared from the sap of the palm tree, and corn beer are the only alcoholic beverages manufactured locally. The imposition of restrictions on trade in imported spirits, and the very great difficulty with which the commodity could be obtained, at first tended to increase the consumption of palm wine and incidentally the destruction of palm trees required for its manufacture, but the less circumscribed limits of trade which improved conditions have brought about, and the activities of the local chiefs in restraining wanton destruction of trees, have now mitigated these evils.

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68. There is no organised campaign against alcoholism, but it is believed that public opinion is becoming more and more severe in its censure of intemperance.

69. Importation of alcohol through the Anglo-French frontier is prohibited, and as no records are kept of supplies from the Gold Coast, the main source, it is impossible to give statistics. The local inhabitants are remarkably temperate, and there are no indications of consumption being abnormal.

70. The countries of origin of alcoholic liquors are the same as named in the last year's report, save that Germany has begun to export beer and wine.

71. During the year under review the Opium Ordinance of the Gold Coast Colony, together with all rules made or to be made thereunder, has been made applicable to the British Sphere of Togoland by Proclamation No. 2 of 1923 :—" The Opium Proclamation, 1923 "—dated January, 1923. (See Appendix E.)

72. The drug habit is unknown and is not likely to appeal to the less educated inhabitants of this Sphere.

73. The sale and consumption of alcohol is totally prohibited in the Northern Section. Doubtless there is a certain amount of illicit trade in spirits carried on beyond the sphere in which the Customs Preventive Service operates up in the Northern Section, probably introduced from the Atakpame region. This leakage is not of a serious nature.

Wines containing more than 20 per cent. of alcohol are deemed to be spirits and are therefore prohibited.

MILITARY CLAUSES.

74. As stated in the previous year's report, page 11, paragraph 37, there are no permanent or provisional fortifications, nor any military or naval bases in British Togoland, and military forces would only be employed in the British Sphere in cases of utmost urgency for external or internal protection.

75. The Southern Section is policed by a force termed the Togoland Police Force, which is entirely of a civil nature, consisting of :—

1 European Commissioner of Police,
2 Superintendents,
1 Assistant Superintendent,
7 Non-commissioned Officers, and
44 Rank and File.

Its duties are the prevention and detection of crime and the maintenance of order, and assistance to the Administration. It is, however, also trained for use as an auxiliary military force in time of stress and emergency.

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The force is now divided into two detachments, as follows :——

Ho (Headquarters of the Force and Political Administration) :

1 Commissioner of Police,
1 Superintendent,
1 Assistant Superintendent,
5 Non-commissioned Officers,
32 Rank and File.

Kpandu (a sub-station to the above) :

1 Superintendent,
2 Non-commissioned Officers,
12 Rank and File.

76. The station at Kete-Kratchi, mentioned in the previous report, was handed over on 31st March, 1923 (end of the financial year), to the Northern Territories Constabulary.

77. The Togoland Police Force, with the exception of the Commissioner, who is a European, is entirely recruited from the various West African tribes. All are illiterates, except the superintendents, the assistant superintendent, and five of the rank and file necessary for the clerical administration.

78. The arms of the Force consist of the short Lee-Enfield, Mark III, and the ordinary wooden truncheon for use in cases of necessity while on ordinary town or civil patrol.

79. The remainder of the British Sphere—under the administration of the Northern Territories of the Gold Coast—is policed by the Northern Territories Constabulary. The strength functioning is 46 rank and file, out of which 25 are stationed at Yendi and 21 at Kratchi.

80. The Customs Preventive Service constitutes an auxiliary armed force, armed with carbines of the Lee-Enfield pattern, the authorised strength being :—

3 European Civil Officers (Collectors of Customs),
2 First Class Superintendents,
5 Second Class Superintendents,
18 Third Class Superintendents,
7 Sergeants,
12 Corporals,
31 First Class Constables, and
59 Second Class Constables,

the total strength being 137.

The Force is divided into three sections, viz. :—

(i) The Northern Section, which consists of the following stations :—

Chiringa,
Dadiase,
Pampawe,
Kadjebi (Headquarters),
Borada, and
Baglo.—Total strength, 53.

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(ii) The Central Section, with the following stations :—

Apegame,
Wati,
Leklebi-Dafo (Headquarters),
Ashanti,
Honuta,
Shia, and
British Niwe.—Total strength, 67 ; and

(iii) The Southern Section, which consists of the following stations :—

Kpetoe, and
Sokpe.—Total strength, 17.
(The remaining stations of the Southern Section below Sopke come under the Gold Coast Administration).

81. The object of this Force is primarily the protection of revenue and the fostering of trade.

Recruiting for the Preventive Service is voluntary, preference being given to reservists of the Gold Coast Regiment and to tribes in the Northern Territories.

82. The total cost of maintenance of the three forces mentioned above during the year under review amounted to approximately £18,677, made up as follows :—

	£	£
(*a*) Northern Territories Constabulary :—		
Personal emoluments	1,250	
Other charges	230	
		1,480
(*b*) Togoland Police Force :—		
Personal emoluments	3,799	
Other charges	1,072	
		4,871
(*c*) Preventive Service :—		
Personal emoluments and other charges		12,326
Grand Total		£18,677

ECONOMIC EQUALITY.

83. Subject to the fulfilment of the requirements of public order and local law, similar rights as those enjoyed by British Nationals are conferred on other Nationals of States members of the League of Nations, whether in respect of entry into and residence in the territory, as also in the protection to person and property, the acquisition of property, movable and immovable, and in the exercise of profession or trade.

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84. Freedom of transit and navigation, and complete economic, commercial and industrial equality are enjoyed and ensured to all Nationals of States members of the League of Nations.

(*a*) *Concessions.*—No concessions for the development of the material resources of the territory have been granted or applied for.

No concessions having the character of a general monopoly have been granted, whether for the benefit of the British Government nor even directly or indirectly for that of British Nationals, and no preferential advantages inconsistent with economic, commercial and industrial equality have been conferred on any Nationals of States members of the League of Nations.

(*b*) *Land Tenure.*—Alienation is, without exception, subject to the entire fulfilment of the requirements of native custom, and is made conditional on the approval of Government.

(*c*) *Mining Rights.*—No mineral resources capable of exploitation have been discovered.

(*d*) *Fiscal Regime.*—Fiscal arrangements are subject to no preferential advantages, and the incidence of taxation falls alike on British Nationals as on other Nationals of States members of the League of Nations.

(*e*) *Customs Regulations* are not discriminative. No transit conveniences are in vogue.

EDUCATION.

85. During the period under review considerable progress has been made. The Scottish Mission, which is the largest evangelical mission operating on the Gold Coast, assumed control of the former Bremen Mission during August, 1922. This relieved the Gold Coast Education Department of the responsibility for supervising the church activities, a duty which was imposed upon it by Government as a temporary expedient for the purpose of preventing dissension among the mission members, which would most certainly have arisen without European supervision, particularly as this mission was split into two parts by the partition of Togoland between the British and French.

86. During 1923 the Scottish Mission were enabled to reorganise the religious work on its own lines with, it cannot be doubted, much benefit to the indigenous population, who have thus been again able to appreciate, after the unsettled years since 1914, the advantages of expert church organisation.

87. Owing to difficulty of obtaining sufficient missionaries for its vast activities, the Scottish Mission obtained approval for the return of two German missionaries, who possess great experience of the Ewe people and their language, and who had worked among

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them for thirty years. These missionaries are now installed at Akpafu, from which centre they supervise surrounding congregations under the general control of the Scottish Mission.

88. In re-organising the former Bremen Mission, the joint secretary (the Rev. T. L. Beveridge) was faced with the difficulty of suitably reconciling the differences existing between the conditions west and east of the River Volta. He therefore suggested that the whole of the former Bremen Mission in British Togoland be united to the former Bremen Mission of the Gold Coast (this mission only operated east of the Volta in the Ewe-speaking areas) under one name, viz., " The Ewe Mission." This suggestion was met with general approbation, and the former Bremen Mission in the British Sphere is now known as the Ewe Mission or the Ewe Church.

89. Forty-five schools of this mission were open during the year and were inspected by officers of the Education Department and the Political Service. The total enrolment at the end of the year was 2,210, the average daily attendance being 2,018. These figures represent a percentage increase over those for the year 1922 of 8·3 and 12·2 respectively. They serve to indicate, at least, that the insistence on payment by pupils of nominal school fees (2s. 6d. a year for infant and 5s. to 10s. for standard pupils according to grade) does not affect the desire of the children or their parents for elementary education. These school fees, the receipts from which during the year amounted to £380, were paid to Government. Government, on the other hand, paid the salaries of all the Ewe Mission teachers, as it has done since 1916 in the case of the Gold Coast and since 1921 in the case of those in the British Sphere. For the year 1923 the amount spent by Government on this service in Togoland alone was £2,650, a large sum when it is considered that the majority of the teachers have received free special courses in English and English teaching methods, and that even now many are far from efficient in their new conditions of work. The acting secretary of the Ewe Mission has arranged to conduct another special course in January, 1924.

90. No Government grant was given to the Roman Catholic Mission during 1923. There is no direct evidence that a small sum awarded to this body in 1921 for Kpandu has yet been used for the purpose for which it was given.

91. Continuous European supervision has been given by this mission to its churches and schools. Inspections of the schools by the Education Department have been as frequent as possible, but the general quality of the school work is not high owing to the difficulty of obtaining trained teachers.

92. A change in organisation took place towards the end of the year by the appointment of Bishop Augustine Herman to the Lower Vicariate. On him now devolves the duty of control of the Roman Catholic stations in the Gold Coast east of the Volta and British Togoland.

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93. The proposal indicated in the last year's report, to re-open the Ameiope Ewe Mission Seminary for the training of teachers, was found to be impracticable; consequently, a number of students, intended as teachers for British Togoland schools in the future, are now undergoing theological and secular training at the Scottish Mission Seminary at Akropong on the Gold Coast.

94. There have been spasmodic attempts on the part of members of the Wesleyan Mission to open stations, but the efforts have not yet met with any success, possibly owing to the firm establishment of the Ewe and the Roman Catholic Missions in all the important stations.

95. Real progress in elementary education in this territory is taking place, but it can only be permanently valuable if ill-advised extension is checked and attention paid for some time to concentration on thoroughness.

96. *Kete-Kratchi.*—Apart from several Mohammedan schools in Kete-Kratchi, there are no educational establishments within this district. The Kratchihene has, however, made several petitions to Government, and it is suggested that an establishment should be founded somewhat on the lines of a junior trade school, the juniors receiving elementary education combined with agricultural instructions, pending the founding of a proper school. The question is now receiving the attention of Government.

97. There is no system of higher education in medical matters, but no opportunity is lost in bringing these to the notice of the native population; whenever possible, lectures on sanitation are delivered in every village by the Medical Officer, and circulars have been from time to time distributed to the chiefs for their guidance. The Political Officers also lay special stress on the subject.

98. The activities of the Veterinary Department of the Gold Coast do not, at present, extend to the Sphere of the British Mandated Area. During the year, however, the Principal Veterinary Officer toured the Yendi District, where rinderpest was prevalent, and a number of cattle were inoculated.

99. A number of vacancies in the junior trade schools of the Gold Coast and the Northern Territories are open to pupils in the British Sphere and are eagerly sought after. A school of this type was opened in Yendi in 1922 and the effort has proved highly successful.

100. In the senior schools English is made the medium of instruction as far as possible, since these schools provide for children who come from beyond the Ewe-speaking country. In the junior schools English is taught, the medium of instruction being the vernacular. The inhabitants are anxious to study English, a language with which they were acquainted before the advent of the Germans, and which they show considerable aptitude for acquiring. Consequently, the progress made is remarkable.

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101. There is no direct compulsion laid on the mission schools in any respect, and only in so far as any might contravene the laws laid down for good government of the country as a whole would they be subject to any interference whatever.

Schools on the assisted list are, of course, required to observe the curriculum laid down by Government.

Trade Training.

102. To remedy the inadequate provision for trade training in the Gold Coast Colony, Government has taken energetic steps by the institution of technical and trade schools for the training of artisans, a survey school for surveyors, an agricultural centre for agriculturists, railway classes for locomotive drivers, and organised classes for instruction for road foremen, dispensers and midwives and nurses.

103. A number of vacancies are allocated to pupils in the southern portion of the British Sphere and are eagerly sought after.

103 (*a*). The report submitted by the headmaster of the Yendi Junior Trade School for the year ending 1923 shows that the pupils are receiving in addition to an elementary literary education considerable practical training in agriculture, wood and metal work, care of livestock, etc. The following brief extract from the report tends to show the interest taken by teachers and pupils, and that the prime object, namely, character training to make the boys, when they grow up, useful members of the community, is being attained :—

" (*a*) The following buildings were begun and completed by the school pupils :—

One large building for livestock, including three rooms, swish beaten floors, drained by cement channels and cesspool.

One stable and boys' quarters.

One boys' latrine, ten seats, flyproof.

One incinerator.

A double dormitory is under construction, etc.

" (*b*) The food farm has proved most successful, especially the crop of yams which reached 2,396.

" (*c*) *Roads and Paths.*—200 yards of rolled laterite motor road made : 1,000 yards of track leading to the wells.

" (*d*) *School Furniture.*—Desks, school forms and stools, mess room tables and blackboards have been made.

" (*e*) The Government head of livestock in Yendi was taken over.

" (*f*) The fruit belt has proved most successful, one of the chief products being 1,664 pine-apples.

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" (*g*) Artisan training in woodwork, masonry, metal work and agriculture has shown speedy improvement.

" (*h*) Nursery considerably improved.

" (*i*) Games are carried out in excellent spirit.

" (*j*) All the senior class with one exception passed their Tenderfoot Test in Scouting. On the whole, the health had been good. Almost every one of the senior boys is capable of undertaking first aid work, and as a result minor injuries have received prompt treatment and have not been allowed to develop. The septic wounds which were so common in the previous year are now non-existent. The fact that treatment is carried out on the spot by the School Medical Officer has reduced the school sick list considerably. The Acting Medical Officer has lectured the boys twice weekly on hygiene and Red Cross work and reports that they have taken a very intelligent interest in the subjects. An examination was held and the amount of knowledge displayed was remarkable.

" *General.*—The spirit of the school is good, a fact which is brought out every day. No inter-tribal feeling is apparent. The boys all work together as one tribe."

104. Progress on the literary part of the trade school has been reported to be very satisfactory.

PUBLIC HEALTH.

105. *Organisation.*—The Public Health Organisation in the Southern Sphere is staffed as follows :—

1 Medical Officer,
1 Sanitary Inspector,
2 Native Nurses, and
1 Public Vaccinator.

At Kete-Kratchi, the centre of the area, there is no Medical Officer in residence and in cases of emergency the Medical Officer stationed at Salaga in the Northern Territories is called upon. In the Northern Area, at Yendi, a Medical Officer is in residence, with a staff consisting of :—

1 Native Dispenser, and
1 Dresser.

In the most northerly portion of the area, the Medical Officer and his staff stationed at Zouragu are responsible for the medical requirements. This portion, it is understood, is the most healthy part of the British Sphere.

106. No African Medical Practitioners are employed.

107. At Ho, Kpandu and Yendi, gangs of scavengers are employed for sanitary work. A native hospital was completed and opened at Ho in March, 1922. This consists of a well-equipped operating theatre, clinical room, dispensary and Medical Officers' offices, and all the necessary storage accommodation.

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108. There is attached to the hospital a ward with accommodation for 25 patients, so well ventilated that extra patients could be admitted in cases of emergency.

A mortuary is also provided and is situated about 300 yards from the hospital.

109. There is nothing noteworthy to report from a scientific point of view.

110. The services of a public vaccinator are always available, and vaccination of the local inhabitants against smallpox has been undertaken during the year. Chiefs have instructions to report all cases of infectious diseases as soon as detected.

111. *Venereal Diseases.*—The most important disease in the Southern Section is venereal. The Medical Officer, Ho, reports as follows :—

> " Facilities for irrigation, as a preventive, are available at the hospital and nowhere else. I do not believe in these measures amongst a semi-civilised people unless they can be thoroughly supervised. The number of cases treated are as follows :—
>
> | | |
> |---|---|
> | Gonorrhoea (acute) .. .. | 70 |
> | ,, (chronic) .. .. | 100 |
> | Syphilis (primary and secondary) .. .. | 40 |
> | ,, (tertiary and congenital) .. .. | 90 |
>
> These figures are not by any means a true estimate. They do not include those patients who attended for other complaints, but were found suffering from venereal or the effects thereof. The disease is one of the biggest causes of infant mortality, if not the biggest, and far the most important for its current and after effects.
>
> " It is not an exaggerated fact to state that one in every five of the population in the Southern Area is infected. Out of 1,498 patients attending the hospital at Ho during the year, this disease accounted for no less than 300."

112. One of the German methods in combating this disease was the recognition of licensed houses in the main centres, when the inhabitants of brothels were compelled to report themselves to the Medical Officers for examination once a week. This system, however, is repugnant to British ideas and would not be tolerated.

113. The Government fully realise the importance of combating this disease and Medical Officers always advise the natives to report themselves without delay for treatment when suffering in the first stage of venereal disease and lectures are given by the latter officers and the Political Officers to the inhabitants of the various villages on the evil and dangerous consequences of venereal diseases. It is hoped in the near future to show a considerable decrease in the number of cases.

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114. Venereal disease is practically negligible in the Northern Section.

115. The Medical Officer, Ho, further reports :—

" Malaria and helminthiasis are next in importance and are very common as should be expected. Sleeping sickness has not yet been met with, but leprosy is prevalent, and I believe is more common than is generally known.

" Epidemiology.—Nothing to add to the report of last year.

" The health of the people, on the whole, is not too bad. If they would only come for treatment at once, instead of giving the native medicine man a trial, one would be able to get more satisfactory results. It is a regrettable fact that we get a very low percentage of our patients in the first stage of their disease. Even then they take their native concoctions as well as European treatment. Satisfactory progress is made in eradicating the disease of yaws, but even in this case, when all the physical signs have disappeared, they consider themselves recovered, and the patients are seen no more. In yaws the effect of even a single injection of Salvasan is very spectacular, and the patient is fully recovered according to his own ideas, and in most cases he is. This, however, makes the native believe that Salvasan is a remedy for all ills ; and in cases, for example, of syphilis, he will not persist in the treatment for the full course. However, we persevere in the work, in the hope that with time the native will get sufficiently developed mentally to appreciate the fact that he cannot recover from all ills by the same treatment and in the same space of time.

" There is one thing which is very essential, and that is the providing of a pure water supply for the public. The apathy of the native in this respect is beyond belief. There is only one way this can be remedied—that is, by providing a water supply at Government expense. If left to their own initiative the natives will never do anything."

116. For the purpose of a water supply, Government are being asked to provide a sum of £3,000, which is the estimated cost.

117. *Sanitation.*—There is a segregation colony for lepers where the patients are housed and treated. This segregation of lepers is enforced in the town of Yendi, but residence of lepers from outlying districts is voluntary. The number resident is twenty-one.

118. In the town of Yendi pit latrines are in use, which are closed when used to within 2 ft. of the surface, when new pits are dug. Stagnant water in and around compounds is prohibited under penalty. Open wells and water holes are treated with kerosene from time to time.

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119. The treatment of yaws with N.A.B. has practically freed the town of Yendi of the disease, but in spite of active measures still employed it is very prevalent in that district.

120. The most prevalent diseases are the following :—

Yaws and malaria.—Endemic and universal.

Guinea worms.—All ages are affected.

Yaws and guinea worms are not only disabling while the disease is active and predisposed to other diseases, but cause great deformity afterwards.

121. Though the stegomyia and tsetse fly are common in the district, no cases of yellow fever and sleeping sickness have been diagnosed during the year in the district.

122. *Mortality.*—Pneumonia and bacillary dysentry are the chief causes of death. Leprosy is endemic and common.

123. *Statistics.*—The number of patients from the town and district of Yendi during the year amounted to 3,625.

The number of cases of yaws were :—

Males	678
Females	478
	1,159

The number of lepers treated were :—

Males	32
Females	20
	52

the average age being between twenty to forty years.

The number of guinea worm cases attended to amounted to :—

Males	70
Females	59
	129

The native is not in the habit of attending for treatment for malaria unless the fever is high.

124. *Birth-rate* is reported to be approximately 80 to 100 per 1,000. Infant mortality is very high. The death is highest between the ages of four to sixteen years, the chief cause being pneumonia. Epidemics of the disease are recurrent every year between January and February, and are caused by the Harmattan. Numerous cases also occur during the wet season.

LAND TENURE.

125. There are no more absorbing questions in the eyes of the African than those concerning land. It is an admitted fact that there is no such thing as an " unowned land." Every acre of land is owned by the chiefs or some other individual.

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126. Land tenure, according to native customary law, is legally recognised, and the conservation of forests is regulated by the German Ordinance defining prohibited areas set aside for the preservation of rainfall.

127. This question may be placed under two heads :—

(*a*) Native tenure.
(*b*) European tenure.

128. Lands attached to a ruling Stool would appear to be the property of the native state, and tribal lands are communally owned. Communal claim is restricted to the cultivation of food crops, but where utilisation would entail some permanence, such as the cultivation of sylvan products or the building of a house, permission from the chief, in whom dominion is vested, would be invariably obtained.

129. The land alienated by the Germans has been taken over by the British Government on the occupation. The following lands are therefore alienated :—

(i) At Yendi a plot of land, one square mile, which is planted up for experimental purposes in forestry and is still being maintained.
(ii) At Kete-Kratchi the land on which the Government station is situated was presented to the German Government by the Kratchi-hene and Elders.
(iii) At Ho and Kpandu the plots upon which the Government stations are situated, and similar areas, as in Yendi, for experimental purposes, which are being maintained, and small plots spread over the country upon which rest houses have been erected.

130. Since the occupation the following lands have been acquired free for Government purposes :—

(i) At Yendi, one square mile for residential purposes and 800 square yards for trade school.
(ii) At Ho, a plot of land—245 acres in area—has been acquired by Government as a residential area and public offices, under the terms of an agreement made between the Head Chief and his Elders and the Administration. In the event of another Government taking over the Administration, this plot of land reverts to the Chief and his Elders, who would then make a new contract with the incoming Government.
(iii) At Kpedschu, 16 miles south of Ho, situated on the Ho–Adidome Road, a plot of land has been temporarily acquired by the Agricultural Department for experiments in cotton.

The areas of land acquired by the Germans for private enterprises have been dealt with under the Enemy Property Proclamation.

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131. In the Northern Section, where the people are less advanced, all lands are said to be associated with a deity, who has to be propitiated by his high priests before a grant could be made. Tithes are paid to them in the form of guinea corn or millet, which is in turn exchanged for sheep or cows for sacrifices to the deity on fetish days. The deity is believed to dwell in the land, and his presence inspires awe and reverence and checks illegitimate occupation. This idea is now dying out, and with the advent of the Political Chiefs the authority of the High Priests as the conductors of land is gradually waning, and they are being displaced by holders of the former office.

132. With the more improved mode of tillage in the two Sections, but more so in the Southern, the tendency is for a more exclusive and permanent form of tenure to become more and more the custom.

133. Registration of landed property was in force during the German occupation, but has since the war fallen into abeyance.

134. Alienation is subject to Government approval, which is only given where rights and interests of natives and native communities are not infringed.

LIBERTY OF CONSCIENCE.

135. Complete freedom of conscience is guaranteed to all Christians, the Mohammedans and the Pagans; all enjoy free exercise of their various forms of worship.

There is a code of conduct tolerably consonant with public order and morality provided by native custom, but a more rigorous code is supplied by Ordinance.

136. Entry into and residence in the territory by all missionaries is free, and the activities of all religious bodies are given every encouragement, where these do not clash with local law nor infringe any control exercised by Government.

MORAL, SOCIAL AND MATERIAL WELFARE OF THE PEOPLE.

137. Under this heading it may be mentioned that everything possible is done to protect the welfare of the population under British Administration. The customs and rights of the inhabitants are fully recognised, with the exception, of course, of those customs repugnant to the ethics of a civilised community. The inhabitants participate in all public services whenever possible.

Prostitution.

138. A number of women emigrate to the coast towns and other big centres for the purpose of prostitution, a profession which appears in their opinion to involve no degradation, with

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the result that they return here infected and spread the venereal diseases. It is observed that a certain class of women, if they can make a living by any means, have no desire to get married and accept all the hardships which matrimonial conditions of life entail amongst these people.

139. There are no regulations in force to prevent the emigration of women to big centres from the British Sphere (to the Gold Coast or Lome) for this traffic, or vice versa. The Emigration Licence, quoted in Appendix G, page 32, of the 1920–21 report,* which ordained that for emigration into foreign country, with the exception of the Cameroons, for a period exceeding three months, each person had to pay a tax of ten marks, fell into disuse after 1914, and natives of both Colonies are permitted to pass to and fro without hindrance.

140. The principal causes of prostitution are :—

(*a*) The desire of the women to amass affluence in order to purchase finery.

(*b*) In many cases, discontent with the status of wedlock among the labouring classes.

(*c*) The lack of specific grounds for divorce, the mere disinclination of one of the parties to continue the union being sufficient to warrant it being dissolved. Unfaithfulness on the part of the wife is not considered particularly damaging to her character, unless it is repeated a number of times.

(*d*) The system of native legal marriage by which a girl is betrothed at birth, and consequently, in many cases, on arriving at the age of puberty, refuses to accept the espoused husband arranged for her, and cohabits with the paramour. This system of matrimony is one of the causes of concubinage, and although forbidden is by no means defunct. When cases of this nature appear before the Political Officers, the parents of the girl are invariably called upon to refund to the husband the expenses incurred, and the marriage is declared void.

141. The Public Health Ordinance of the Gold Coast does not, at present, apply to the British Sphere. However, the usual sanitary regulations are adhered to in the most important towns. Where it is possible, Public Health Committees are organised, which consist of the Political Officer, the Medical Officer, the Senior Officer of the Public Works Department, the Treasury Officer, the local Head Chief and two influential Africans. (It is anticipated that the Gold Coast Ordinance will be applied to Togoland early in the new year.)

* Cmd. 1698.

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142. The wife of the officer in charge of the junior trade school at Yendi in the Northern Section is an Acting Medical Officer; she advises the chiefs of the various towns and villages regarding the sanitary improvements and helps to combat endemic diseases.

143. The Medical Officer stationed at Zouragu is responsible for the sanitary and medical arrangements for the various districts of the Northern Section. A Medical Officer stationed at Ho is responsible for the Southern Area, which embraces Kpandu.

Animals slaughtered for human consumption are inspected by him or the Sanitary Inspector. Building permits are required to be obtained before the erection of any building. All public conveniences have been maintained.

The young male members of the population are encouraged to participate in athletic games—such as cricket, football and tennis. Regarding the measures adopted for the control of native tribunals, see under "Judicial Procedure and Native Jurisdiction," pages 6 to 12.

Boy Scout Movement.

144. Application for amalgamation with the Gold Coast Scout movement of the troop organised at Ho in 1922 has been made. A local association has been formed consisting of a chairman, a president, a vice-president, and a secretary and treasurer as officers, and a number of members. Training in scout-craft is given to the youths of the country under the guidance of the local association. It is to be hoped that during the forthcoming year a troop of Scouts will be started at Ameiope, the headquarters of the Ewe Mission in Togoland.

Ho Agricultural Show.

145. The agricultural show held at Ho on 6th January, 1923, was of a private nature. It proved so successful that it was decided to hold a second show on 9th January, 1924.

Trade.

146. The peculiar conditions created by the final partition left the merchants in an unfamiliar situation, and the past has been more or less occupied in finding ways and means of stimulating trade. Conditions are becoming gradually normal, and though trade cannot be described in the least as being brisk and prosperous, there are evidences of slight improvement here and there.

147. The principal articles of import are cotton goods, wearing apparel, cotton yarn, tobacco, hardware, kerosene and salt.

148. The principal articles of export are cocoa, raw cotton, kola, palm oil and palm kernels.

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149. Below is a comparative statement for 1922 and 1923 of the quantities and value of exports :—

1922.

Articles.	*Quantities.*	*Value.* £	s.	d.
Cocoa	2,916 tons ..	89,116	9	2
Cotton (raw)	78 ,, ..	1,634	13	4
Kola	18 ,, ..	769	13	5
Palm oil	444 gallons ..	32	2	0
Palm kernels	354 tons ..	6,254	15	2
		£97,807	13	1

1923.

Articles.	*Quantities.*	*Value.* £	s.	d.
Cocoa	3,472½ tons ..	96,563	5	0
Cotton (raw)	43 ,, ..	1,181	15	0
Kola	19 ,, ..	655	8	8
Palm oil	73 gallons ..	5	0	0
Palm kernels	404¼ tons ..	5,057	15	0
		£103,463	3	8

GENERAL INTERNATIONAL CONVENTIONS.

150. No general international conventions have been specifically applied to the British Sphere of Togoland, but the conventions relating to the White Slave Traffic, Arms and Ammunition, Opium and Spirituous Liquors, apply both to the Southern and Northern Sections of the Mandated Territory, as these conventions have been incorporated in the Ordinances of the Colony and of the Northern Territories, and these Ordinances apply to the British Sphere of Togoland.

PUBLIC FINANCES.

151. In view of the fact that the territory has been divided into two sections—*vide* Proclamation No. 4 of 1923, cited as " The British Administration and Courts (Togoland) Proclamation, 1923 "—and incorporated into two corresponding divisions of the Gold Coast Colony, namely, the Northern Territories of the Gold Coast and the Eastern Province of the Gold Coast Colony, it is impossible to render a statement showing the exact financial situation of Togoland.

152. There is no direct taxation and, apart from the small sums derived from the sources mentioned in paragraph 154 (below), the only other form of revenue comes from the customs duties at the ports in the Colony. It is clearly impossible to estimate the proportion of these duties which are derived from

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trade and traffic from the Mandated Territory. There can, however, be no doubt that the administration of the British Sphere imposes a material financial burden on the Gold Coast, and that, if the British Sphere were administered as a separate unit, it would require a substantial grant-in-aid from Imperial funds.

153. A general schedule of expenditure and revenue in a comparative form for the past three years will be found in Appendix F. It will be observed that during the three years' administration of the territory there is a deficit of £113,218. This amount does not include the personal emoluments of the European and African officials.

154. The chief sources of revenue are direct taxes, which are as follows :—

(*a*) Licences under Firearm and Ammunition Proclamation :
  (i) Flintlock or cap gun, 2s. 6d. for five years.
  (ii) Arms of greater precision, 2s. 6d. a year.
  (iii) Private warehouse, 10s.

(*b*) Motor licences :
  (i) Motor cars or lorries, £2 2s. a year.
  (ii) Motor cycles, 15s. a year.

(*c*) Licence to sell spirits, £7 a year.

(*d*) Other licences :
  Bicycles, 5s. per annum.
  Other sources of revenue are court fines and fees.

155. The principal items of expenditure are :—

Public Works.—Hospital and outbuildings ; public conveniences ; slaughter-house and butcher's shed ; market stalls ; court house, offices and Treasury ; three bungalows for European officials ; dispensary at Kpandu ; trade school at Yendi, and the construction and reconstruction of trade roads, and agriculture, etc.

156. The British Sphere has no separate budget system, and its finances are controlled from the Gold Coast Colony, in whose estimates the necessary provision is made to meet the requirements of the territory.

H.M. Customs Preventive Service.

157. The sphere of action of Preventive Service has been moved from the old Anglo-German boundary to its present position for the purpose of protecting Colonial revenue. The amounts accruing from this source and the cost of maintenance of the force are neither credited nor debited to the territory.

158. A statement showing Preventive Service total Customs revenue, from Chiringa down to Sope, for the year 1921 to 1923 inclusive, as submitted by the Comptroller of Customs, will be found under Appendix G. The expenditure for maintenance of this force is dealt with on page 51, paragraph 82, of the Report.

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DEMOGRAPHIC STATISTICS.

159. The indifference of the local inhabitants in reporting births and deaths makes the figures available valueless for statistical purposes. Nevertheless, the Sanitary Department keeps records of those reported, more or less, for the purpose of detecting the presence of any unusual occurrence. The African is generally accepted to be prolific, and the number of births must be considerable, though a large percentage of the children born succumb to the effects of primitive methods of midwifery.

160. Marriage is licensed, but only the Christian, and therefore the monogamous form of it. Polygamous marriages are observed in accordance with native custom and, as an omission of even a seemingly trifling point may prejudice his claim, a wise would-be-husband will strictly conform to the entire requirements of local custom.

161. No control is exercised on emigration and immigration, and no statistics are available. During the cocoa season emigration from both the British and French Spheres into the Gold Coast becomes more active, but residence is here for the duration of the season only.

GENERAL.

162. It is gratifying to report that the natives under the administration of the Mandatory Area are perfectly happy, content and prosperous, and they fully appreciate all that is being done for them by Government. Expressions of gratitude at being under the British flag are frequently made by the chiefs on behalf of their subjects when attending Durbars.

163. A quotation from the Gold Coast Handbook for the year 1923, related by a Political Officer, gives an idea of the relief of the people of the division mentioned when released from the German yoke in 1914 :—

> " During the inspection of the Avatime Division in 1918, shortly before reaching the late Bremen Mission Station at Amedjope, I was met by the Head Chief's linguist and a messenger, the latter bearing a Union Jack. Knowing that when the Germans took over Togoland they had issued an order calling on the chiefs to hand in their Union Jacks and accept the German flag, I decided to make enquiries and at a subsequent meeting of chiefs the head chief, on my invitation, related the history of this particular ' Jack ' as follows :— ' Many years ago a Commissioner Williams presented us a Union Jack. Immediately the Germans occupied Togoland, a Commissioner named Baumann issued an order that all chiefs in possession of the Union Jack must hand them in and accept the German flag. Many chiefs at once obeyed the order. My grandfather and his Elders decided to accept the German flag, but not to give up their old Union Jack,

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but to bury it, with a hope that at some future date they would be able to fly it once again. So, for safe-keeping it was folded up and placed in an earthenware pot and buried. The flag before you is that Union Jack and I can produce the actual pot it was buried in. To-day our hopes have been realised and we are once again British.' "

164. There is attached a list of all legislative and administrative decisions issued for the British Sphere of Togoland during the year 1923 (Appendix H).

165. A memorandum which forms Appendix I to this Report explains the constitutional arrangements in force in the British Sphere as from 1st April, 1924. These will be dealt with fully in the next Annual Report.

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APPENDIX A

TOGOLAND.

PROCLAMATION.

No. 4 of 1923.

By His Excellency Sir FREDERICK GORDON GUGGISBERG, Brigadier-General, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, &c., &c., &c.

(L.S.)

F. G. GUGGISBERG,
Governor.

WHEREAS it is expedient to declare further provision for the administration of the British Sphere of Togoland, as also to consolidate and vary the provisions with respect to the jurisdiction of the British Courts in the said Sphere :

NOW THEREFORE in the exercise of all the powers and authorities in that behalf me enabling, I, FREDERICK GORDON GUGGISBERG, Governor of the Gold Coast Colony, am hereby pleased to issue with respect to the British Sphere of Togoland this My Proclamation declaring, as it is hereby declared, as follows :—

1. This Proclamation may be cited as " The British Administration and Courts (Togoland) Proclamation, 1923."

2. In this Proclamation :—
" The British Sphere " means the British Sphere of Togoland.
" The Protectorate " means the Northern Territories of the Gold Coast.
" The Colony " means the Gold Coast Colony.
" The Governor " means the Governor of the Gold Coast Colony.

3. The British Sphere is hereby divided into the following districts :—
(1) Northern Mamprussi (Togoland Section of) ;
(2) Kuassassi (Togoland Section of) ;
(3) Southern Mamprussi (Togoland Section of) ;
(4) Eastern Gonja (Togoland Section of) ;
(5) Eastern Dagomba ;
(6) Kratchi ; and
(7) Ho.

4. The districts specified in clause 3 of this Proclamation under the numbers (1)–(6) shall be administered by the Chief Commissioner of the Protectorate as Senior Political Officer acting subject to the authority of the Governor ; and the district specified in the said clause under the number (7) shall be administered by the Commissioner of the Eastern Province of the Colony as Senior Political Officer acting subject to the authority of the Governor.

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5. Subject as hereinafter provided, the British Courts in the British Sphere shall continue to be constituted and exercise jurisdictions as heretofore ; but henceforward the following provisions shall apply to them :—

(1) The jurisdiction of the Court of the Senior Political Officer shall extend throughout the whole British Sphere ; and in each of the districts of the British Sphere there shall also be a Court of the District Political Officer.

(2) In the districts administered by the Chief Commissioner of the Protectorate the Court of the Senior Political Officer may be presided over by the Senior Political Officer, the Circuit Judge of the Protectorate, or by the Deputy Chief Commissioner thereof, or by a fit and proper person appointed for the purpose in writing under the hand of the Senior Political Officer ; and such presiding officer shall, for the purposes of the administration of justice and of the holding of sessions of the said Court in the said districts, have and may exercise (subject always to the terms of his appointment) all the powers, jurisdiction, and authority, of the Senior Political Officer.

(3) In the Ho district the Court of the Senior Political Officer may be presided over by the Senior Political Officer or by a fit and proper person appointed for the purpose in writing under his hand ; and such presiding officer shall, for the purposes of the administration of justice and of the holding of sessions of such Court in the said district, have and may exercise (subject always to the terms of his appointment) all the powers, jurisdiction, and authority, of the Senior Political Officer.

(4) The Court of the District Political Officer shall, except in the Ho District, exercise a jurisdiction corresponding to that of a District Commissioner of the Protectorate, and in the Ho District a jurisdiction corresponding to that of a District Commissioner of the Colony.

(5) The Court of the Senior Political Officer shall have all the powers of a Court of the District Political Officer, and in addition shall have a jurisdiction similar to that of the Chief Commissioner of the Protectorate, including also however criminal jurisdiction in capital cases.

(6) Decisions of the Court of the District Political Officer shall be subject to review by the Court of the Senior Political Officer.

(7) In the institution and trial of proceedings in the said Courts the corresponding procedure obtaining in the British Courts of the Protectorate shall so far as practicable, be followed : provided that in criminal cases no preliminary investigation shall be necessary.

(8) In hearing and determining civil causes the said Courts shall be guided by the Proclamations for the time being in force in the British Sphere, and also, subject thereto and so far as reasonably practicable, by the Law of the Colony : provided always that the said Courts shall also in general be guided by the principles of justice, equity, and good conscience.

(9) The criminal law to be administered by the said Courts shall be that declared in the Proclamations for the time being in force in the British Sphere, and also so far as the same may be reasonably applicable, that embodied in the Criminal Code of the Colony.

(10) In suits constituted exclusively between natives the Courts may at their discretion refer the parties to such native tribunal or native authority as may according to native customary law have power to deal with the same.

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(11) The said Courts shall cause records to be kept of all their civil and criminal proceedings; and in every criminal case in which a sentence of death or of imprisonment of five years or upwards shall have been passed, a copy of the proceedings shall be sent for the information of the Governor. Every such sentence shall be subject to annulment, commutation, or reduction, by the Governor; and no sentence of death shall be carried out unless confirmed by the Governor in writing.

6. Notwithstanding anything contained in any Proclamation heretofore purporting to have been issued with respect to any area of Togoland for the time being under British administration the jurisdiction of the Court of the Senior Political Officer and of the Courts of the District Political Officer shall be deemed always to have extended, and are hereby declared always to have extended, throughout the whole area of Togoland for the time being under British administration; and every exercise of such jurisdiction is hereby validated and declared lawful so far as respects the question of territorial jurisdiction.

7. The several Proclamations heretofore purporting to have been issued with respect to any area of Togoland for the time being under British administration shall, wherever necessary for the purpose of the validation or authorisation of any past or future act purporting to have been or to be performed in good faith under such Proclamations, be construed as having extended and as extending to the area of Togoland with respect to which any such act as aforesaid was or shall be performed.

8. The following Proclamations are hereby revoked :—

(1) The Proclamation issued at Lome on the 30th day of September, 1914, relating to British Courts in Togoland;

(2) The Proclamation issued at Lome on the 16th day of October, 1914, relating to British Courts in Togoland;

(3) The Proclamation issued at Lome on the 28th day of October, 1915, relating to British Courts in Togoland;

(4) The Proclamation issued on the 17th day of June, 1921 (Proclamation No. 13 of 1921); and

(5) The Administration (British Sphere of Togoland) Proclamation, 1923, which was issued on the 16th day of January, 1923 (Proclamation No. 1 of 1923).

Given under my hand and the Public Seal of the Gold Coast Colony at Government House, Accra, in the said Colony, this 17th day of February in the year of our Lord one thousand nine hundred and twenty-three and of His Majesty's Reign the Thirteenth.

GOD SAVE THE KING.

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APPENDIX B

A. MOTOR ROADS.

		Miles.
1.	Ho–Nyiwe-Anglo Boundary (Palime Road)	16
2.	Ho–Aferingbe	40
3.	Ho–River Dsawoe via Bagble (former Anglo-German Boundary)	7½
4.	Ho–Adidome (Togoland Gold Coast Boundary)	22
5.	Sokode–Abutia Kloe	8
6.	Kpeve–Leklebi Dafo	23
7.	Dafo–Kpandu	15
8.	Kpandu–Kete–Kratchi Boundary	37
9.	Kpandu–Vakpo Apewuie	12
10.	Golokwati–Santrokofi via Hohoe	17
11.	Bame via Kpedse Todji to Honuta (Anglo-French Boundary)	22
12.	Kpandu–Dukludga	5
13.	Wuinta Golokwati	6½
	Total	231

B. CYCLE ROADS.

		Miles.
1.	Ho–Amedjope (via Taviepe)	22
2.	Ho–Waya, via Adaklu–Abuadi	19½
3.	Ameiope–Kpandu, via Tafi and Kudjira	18
4.	Yakpo–Tchoho	11
5.	Have to Yakpo Apewuie	10
6.	Kpandu–Alavanyo Kpeme	9
7.	Liati–Worra Worra (via Fodome–Hohoe and Santrokofi) ..	48½
8.	Fodome–Baglo via Apegame and Likpe	24
9.	Ho–Hlefi via Hill Station and Ziavi	12
10.	Ziavi–Anfoevi Bogame	10
	Total	189

APPENDIX C

THE COLLAR CRACK DISEASE OF COCOA.

Two years ago a new disease was discovered in the Kpoeta division of the Ho District. It has since been found in places practically throughout the cocoa area north-east of Ho, six adjoining divisions being affected.

The disease has been given the descriptive name of Collar Crack, and the symptoms are the splitting of the bark and trunk of the tree in the region of the "collar," passing upwards from the soil level. The crack becomes filled with fungoid tissue, and in seasons sporophores appear, and from these the reproductive spores are shed. The fungus has, however, what is probably a more important means of propagation by underground runners called stizomorphs, which are able to pass below the soil surface from one tree to another. There is abundant evidence that the disease does spread from tree to tree, and it seems probable that it can

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be communicated from dead stumps of forest trees to neighbouring cocoa trees. Its serious nature is evident from the fact that after attack a tree rapidly dies (within two months), and that in no instance has a tree been known to recover from the attack.

The farms in the infected area are all at a considerable elevation, where, owing to the frequent mists, very moist conditions prevail; very little attention has been paid to weeding, and this combines to ensure a permanent moist state around the collar of the trees, such as is especially suitable for fungous diseases.

The nature of the fungus has been investigated by the Research Branch of the Agricultural Department, and it is identified as a form of Armillaria Mellea. The treatment recommended to combat it is as follows: Cut out and burn all portion of the infected trees, and all dead stumps in the vicinity, dig a trench round the infected area and keep the farm clean weeded.

The District Agricultural Officers have practised unremitting propaganda among the farmers on these lines, but with disappointing results, owing to the labour of the operation and the farmers' prejudice against the removal of fully-grown cocoa trees. In November, however, a Proclamation (No. 11 of 1923, attached) was issued by the Government, with the object of eradicating the disease, and a gang of Government labourers, under the supervision of Officers of the Agricultural Department, is to be employed in the area carrying out the prescribed treatment.

The infected area is bordering on French zone, and it may well be that the disease is found over the border, in which case it is hoped there will be co-operation with the French authorities in stamping out this serious disease.

APPENDIX D.

TOGOLAND.

REGULATION.

No. 30 of 1923.

UNDER THE ARMS AND AMMUNITION PROCLAMATION, 1922.

UNDER and by virtue of the provisions of clause 24 of the Arms and Ammunition Proclamation, 1922, I, JAMES CRAWFORD MAXWELL, Companion of the Most Distinguished Order of Saint Michael and Saint George, Acting Governor and Commander-in-Chief of the Gold Coast Colony, do hereby amend the Arms and Ammunition Regulations as follows:

1. By inserting therein after regulation 7 thereof the following regulation:—

> "7A. The importation of firearms and of ammunition by post is prohibited; and any firearm or ammunition so imported may, together with any packages and wrappings containing the same, be detained by the Postmaster, and shall be liable to forfeiture at the discretion of the Comptroller of Customs. If so forfeited, the forfeited article shall be dealt with in such manner as may be prescribed, or, in the absence of any such prescription, in such manner as the Comptroller of Customs may direct."

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2. By inserting therein after regulation 45 thereof the following regulation :—

"45A. In addition to other modes of possession, a person shall be deemed to possess a flint-lock gun, cap-gun, or other firearm, whenever the same is found on or in any land, building, yard, compound, beach, boat or other premises, which is or are owned by, or in the control, or in the occupation (whether permanent or temporary) of, such person ; unless it is proved to the satisfaction of the Court that there existed at the time when such flint-lock gun, cap-gun, or other firearm was so found as aforesaid an appropriate and valid licence to bear the same."

3. By adding to the regulations the following regulation :—

"49. Licences under clause 17 shall be in the form set forth in the Fifteenth Schedule to these regulations. No such licence shall however authorize the conversion of any flint-lock gun into a cap-gun and every such conversion is hereby expressly prohibited."

4. By adding to the regulations the following Schedule :—

"FIFTEENTH SCHEDULE (Regulation 49).

"THE ARMS AND AMMUNITION PROCLAMATION, 1922.

"Licence to open and/or carry on an establishment for the repair of firearms (Clause 17).

"Licence is hereby granted to.....
of.....to open and/or carry on an establishment for the repair of firearms at.....*
.....

* Here insert full address of establishment.

Subject nevertheless to the following conditions :—

"(*a*) No flint-lock gun shall be converted by the Licensee into a cap-gun, either at such establishment or elsewhere.

"(*b*) No firearms other than those stamped by the Prescribed Authority under clause 14 shall be repaired by the Licensee, either at such establishment or elsewhere.

"†

"Dated at.....this.....day of.....
19 .

.....
"*Senior Political Officer or Political Officer.*
"(*The Prescribed Authority*).

† "Here insert such further conditions as the Prescribed Authority may consider necessary or desirable."

Made by me this 2nd day of August, 1923.

J. C. MAXWELL,
Acting Governor.

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APPENDIX E.

GOLD COAST COLONY.

No. 35 of 1923.

I assent

F. G. GUGGISBERG,
Governor.

28th December, 1923.

AN ORDINANCE to amend the Second Spirituous Liquors Ordinance, 1920.

[28th December, 1923.]

BE IT ENACTED by the Governor of the Gold Coast Colony, with the advice and consent of the Legislative Council thereof, as follows :—

t title. 1. This Ordinance may be cited as " The Second Spirituous Liquors Amendment Ordinance, 1923."

ndment of ion 2 (1) of 31 of 1920. 2. Section 2 (1) of the principal Ordinance is hereby amended by deleting the definitions of " Spirits " and " Trade Spirits " appearing therein and by substituting therefor the following definitions :—

(*a*) " ' Spirits ' mean distilled liquors and all mixtures and compounds made with such liquors containing more than two per cent. by weight of pure alcohol, and includes any wine containing more than 20 per centum by weight of pure alcohol and any beer containing more than 10 per centum by weight of pure alcohol " ; and

(*b*) " ' Trade Spirits ' means and includes all spirits other than—

(1) Brandy *i.e.* a spirit (*a*) distilled in grape-growing countries from fermented grape-juice and from no other materials, and (*b*) stored in wood for a period of three years.

(2) Geneva *i.e.* a spirit (*a*) produced by distillation at least three times in a pot-still from a mixed mash of barley, rye, and maize saccharified by the diastase of malt, and (*b*) then rectified by redistillation in a pot-still after the addition of juniper berries and other vegetable flavouring materials ; the same to be accompanied by certificate in the form prescribed in Schedule B to this Ordinance.

(3) Gin *i.e.* a spirit (*a*) produced by distillation from a mixed mash of cereal grains only, saccharified by the diastase of malt, and then flavoured by redistillation with juniper berries and other vegetable ingredients, and (*b*) of a brand which has been notified as an approved brand by notice in the *Government Gazette*.

(4) Rum *i.e.* a spirit (*a*) distilled direct from sugar cane products in sugar cane growing countries, and (*b*) stored in wood for a period of three years.

(5) Whisky *i.e.* a spirit (*a*) obtained by distillation from a mash of cereal grains saccharified by the diastase of malt ; and (*b*) stored in wood for a period of three years.

(6) Spirits imported for scientific purposes.

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(7) Drugs and medicinal spirits passed as such by the Comptroller of Customs and perfumed spirits.

(8) Alcoholic bitters, liqueurs, cordials and mixtures passed as such by the Comptroller of Customs, which are not deemed to be injurious spirits.

(9) Spirits in miniature bottles imported as *bona fide* samples in the ordinary course of commercial business.

(10) Methylated and similar spirits totally unfit for use as potable spirits."

Amendment of No. 31 of 1920.

3. The principal Ordinance is hereby amended by adding after section 2 thereof the following section :—

" 2A. No spirits containing more than 65 per cent. of absolute alcohol as ascertained by Tralles Alcoholometer shall be imported, distributed, sold, disposed of or in the possession of any person in the Colony ; provided that this section shall not apply to denatured, medicated or perfumed spirits."

Amendment of Section 5 of No. 31 of 1920.

4. Section 5 of the principal Ordinance is hereby amended by adding after the word " Schedule " appearing in the proviso to that section the letter " A."

Amendment of Section 11 of No. 31 of 1920.

5. The principal Ordinance is hereby amended by deleting the word " Schedule " after section 11 thereof and by substituting the words " Schedule A."

Amendment of No. 31 of 1920.

6. The principal Ordinance is hereby amended by adding after Schedule A the following Schedule :—

" *SCHEDULE B.*

POT-STILL GENEVA EXPORTED FROM HOLLAND TO THE GOLD COAST.

CERTIFICATE.

I.....the undersigned Inspector of Duties and Customs Officer of the Netherlands Government at .....certify that Messrs. ..... have produced evidence that they have shipped or lodged for shipment on ..... per steamship.....bound for..... cases or casks marked.....containing .....gallons of pure dry Geneva.

They have also produced evidence satisfactory to me that the said Geneva was produced in this country (*a*) by distillation at least three times in a pot-still from mixed mash of barley, rye, and maize saccharified by the diastase of malt, and (*b*) then rectified by redistillation in a pot-still after the addition of juniper berries and other vegetable flavouring materials.

Dated at.....this.....day of .....192 .

.....(Signature.")

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Passed in the Legislative Council this Fourteenth day of December, in the year of our Lord, One thousand nine hundred and twenty-three.

D. B. STRATHAIRN,
Clerk of the Legislative Council.

This Printed Impression has been carefully compared by me with the Bill which has passed the Legislative Council, and found to be a true and correct printed copy of the said Bill.

D. B. STRATHAIRN,
Clerk of the Legislative Council.

APPENDIX E.1.

TOGOLAND.

PROCLAMATION

No. 2 of 1923.

By His Excellency Sir FREDERICK GORDON GUGGISBERG, Brigadier-General, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, &c., &c., &c.
(L.S.)

F. G. GUGGISBERG,
Governor.

IN the exercise of all the powers and authorities in that behalf me enabling I, Sir FREDERICK GORDON GUGGISBERG, Governor of the Gold Coast Colony, am hereby pleased to issue with respect to the British Sphere of Togoland this My Proclamation declaring, as it is hereby declared as follows :—

1. This Proclamation may be cited as " The Opium Proclamation, 1923."

2. The Opium Ordinance (Chapter 60) of the Gold Coast Colony (together with all rules made or to be made thereunder) is hereby, so far as it is applicable and local circumstances permit, applied to the British Sphere of Togoland. And for the purpose of facilitating such application the said Ordinance shall be construed with such verbal alterations and other modifications not affecting the substance as may be necessary to render the same applicable, and in particular subject to the following modifications :—

(1) Section 17 shall not apply ; and the Ordinance shall be applied with effect from the date of this Proclamation.

(2) In Section 5, for " by sea " there shall be substituted " from the Gold Coast Colony or from one of its Dependencies."

(3) For " Governor " there shall be substituted " Senior Political Officer."

Given under my hand and the Public Seal of the Gold Coast Colony, at Government House, Accra, in the said Colony, this 27th day of January in the year of our Lord one thousand nine hundred and twenty-three and of His Majesty's Reign the Thirteenth.

GOD SAVE THE KING.

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APPENDIX F.

STATEMENT OF REVENUE AND EXPENDITURE FOR THE YEARS 1921, 1922, and 1923.

	Revenue.	*Expenditure.*
	£	£
1921	4,223 ..	67,437
1922	2,700 ..	25,241
1923	5,127 ..	32,590
Total	£12,050 ..	£125,268

APPENDIX G.

STATEMENT SHOWING PREVENTIVE SERVICE TOTAL CUSTOMS REVENUE FROM CHIRINGA DOWN TO SOPE FOR THE YEARS 1921, 1922 AND 1923 INCLUSIVE, AS SUBMITTED BY THE COMPTROLLER OF CUSTOMS.

	£
1921	11,945
1922	21,958
1923	15,040
	£48,943

The decrease in Revenue for 1923 is due to the reduction of the Export Duty on Cocoa from ½d. per lb. to ¼d. per lb.

APPENDIX H.

LIST OF LEGISLATIVE AND ADMINISTRATIVE DECISIONS MADE DURING 1923.

1. The Administration (British Sphere of Togoland) 1923—No. 1 of 1923, dated 16th January, 1923.
2. The Opium Proclamation, 1923—No. 2 of 1923, dated 27th January, 1923.
3. The Weights and Measures Proclamation, 1923—No. 3 of 1923, of 10th February, 1923.
4. The British Administration and Courts (Togoland) Proclamation, 1923—No. 4 of 1923, dated 17th February, 1923. (*See* Appendix A.)
5. The Bremen Mission (Vesting of Property) Proclamation—No. 5 of 1923, dated 3rd March, 1923.
6. Regulation under the Arms and Ammunition Proclamation, 1922—No. 11 of 1923, dated 28th March, 1923.
7. Regulations under the Arms and Ammunition Proclamation, 1922—No. 30 of 1923, dated 2nd August, 1923. (*See* Appendix D.)
8. Order by the Governor under the Marriage Proclamation (Togoland), 1921—No. 28 of 1923, dated 17th September, 1923.
9. Order by the Acting Senior Political Officer, under the Marriage Proclamation (Togoland), 1921—No. 13 of 1923, dated 29th August, 1923.
10. Order by the Acting Senior Political Officer under the Marriage Proclamation (Togoland), 1921—No. 16 of 1923, dated 26th September, 1923.
11. The Collar Crack Disease of Cocoa Proclamation, 1923—No. 11 of 1923, dated 28th November, 1923.

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APPENDIX I.

NOTE ON THE CONSTITUTIONAL ARRANGEMENTS WITH RESPECT TO THE BRITISH SPHERE OF TOGOLAND, IN FORCE AS FROM THE 1st APRIL, 1924.

1. On 11th October, 1923, His Majesty the King in Council issued, under the Foreign Jurisdiction Act, 1890, the British Sphere of Togoland Order in Council, 1923, which lays down the constitutional arrangements approved for the said British Sphere; and the first day of April, 1924, has been fixed as the date of the commencement of the said Royal Order.

2. Subject always to the cardinal reservation indicated in paragraph 3 of this note, *infra*, the general position under the Royal Order may be briefly summarised as follows:—

(1) The British Sphere is divided into two sections, the Northern Section and the Southern Section.

(2) The Northern Section is administered as if it formed part of the Protectorate of the Northern Territories of the Gold Coast; and the Southern Section is administered as if it formed part of the Eastern Province of the Gold Coast Colony. This measure accords best with geographical conditions and with administrative convenience.

(3) Subject to any provisions of laws made specifically with respect to the British Sphere, the law in force in the Northern Section is that in force in the Protectorate; and the law in force in the Southern Section is that in force in the Gold Coast Colony; the Governor being empowered to legislate independently for the British Sphere or for either section thereof separately, as he is for the Protectorate.

(4) Neither the Executive Council nor the Legislative Council of the Gold Coast Colony functions specifically with respect to the British Sphere; but laws hereafter made for the Protectorate or for the Gold Coast Colony will, so far as applicable, apply to the Northern Section and Southern Section of the British Sphere respectively; subject to any specific legislation with respect to the British Sphere.

(5) The Court of Superior Jurisdiction for the Northern Section is the Chief Commissioner's Court of the Northern Territories; and the Court of Superior Jurisdiction for the Southern Section is the Supreme Court of the Gold Coast Colony.

3. The cardinal reservation referred to in paragraph 2 of this note, *ad initium*, is that all the above-mentioned constitutional arrangements are rigidly controlled and limited by the provisions of the British Mandate for Togoland; and in so far as in any point a strict adherence to those arrangements would involve a repugnancy to any provision of the Mandate, those arrangements are construed as modified accordingly; and where any law conflicts with the Mandate such law is, to the extent of such conflict, inoperative and void of effect.

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APPENDIX J.

AT THE COURT AT BUCKINGHAM PALACE,

the 11th day of October, 1923.

Present,

THE KING'S MOST EXCELLENT MAJESTY IN COUNCIL.

WHEREAS by Article 119 of the Treaty of Peace with Germany, signed at Versailles on the Twenty-eighth day of June, 1919, Germany, renounced in favour of the Principal Allied and Associated Powers all her rights over her oversea possessions, including therein Togoland:

AND WHEREAS the Principal Allied and Associated Powers agreed that the Governments of France and Great Britain should make a joint recommendation to the League of Nations as to the future of the said territory:

AND WHEREAS the Governments of France and Great Britain made a joint recommendation to the Council of the League of Nations that a mandate to administer, in accordance with Article 22 of the Covenant of the League of Nations, the territory consisting of that part of Togoland lying to the west of the line agreed upon in the Declaration made on the tenth day of July, 1919, signed by the Right Honourable Viscount Milner, G.C.B., G.C.M.G. (now K.G., G.C.B., G.C.M.G.), one of His Majesty's Principal Secretaries of State, and by Monsieur Henry Simon, Minister for the Colonies of the French Republic, should be conferred upon His Majesty:

AND WHEREAS the Governments of France and Great Britain proposed that the mandate should be formulated in certain terms:

AND WHEREAS His Majesty has agreed to accept the mandate in respect of the said territory, and has undertaken to exercise it on behalf of the League of Nations in accordance with the terms of the mandate:

AND WHEREAS on the twentieth day of July, 1922, the Council of the League of Nations confirmed the said mandate and defined its terms:

AND WHEREAS it is provided by Article 9 of the said mandate that the Mandatory shall have full powers of administration and legislation in the area subject to the mandate, and that this area (hereinafter in this Order called the British Sphere of Togoland) shall be administered in accordance with the laws of the Mandatory as an integral part of his territory and subject to the provisions of the mandate, and that the Mandatory shall be at liberty to apply his laws to the territory subject to the mandate with such modifications as may be required by local conditions and to constitute the territory into a customs, fiscal or administrative union or federation with the adjacent territories under his sovereignty or control, provided always that the measures adopted to that end do not infringe the provisions of the mandate:

AND WHEREAS the British Sphere of Togoland is adjacent to the Gold Coast Colony and the Northern Territories of the Gold Coast, and it is expedient that it shall, subject to the provisions of the mandate, be administered as hereinafter provided, and shall be constituted into a customs, fiscal and administration union with the adjacent territories aforesaid:

NOW, THEREFORE, His Majesty by virtue of the powers by the Foreign Jurisdiction Act, 1890, or otherwise in His Majesty vested, is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows:—

I. This Order may be cited as "The British Sphere of Togoland Order in Council, 1923."

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II. In this Order unless the subject or context otherwise requires :—

" British Sphere " means the British Sphere of Togoland, being that part of Togoland mandated to His Majesty as set forth in the Preamble to this Order.

" Colony " means the Gold Coast Colony.

" Gazette " means the Gold Coast Gazette.

" Governor " means the Governor of the Gold Coast Colony, and includes also the Officer for the time being administering the Government of the said Colony.

" His Majesty " includes His Majesty's Heirs and Successors.

" Mandate " means the mandate referred to in the Preamble to this Order.

" Northern Section " means the northern section of the British Sphere.

" Protectorate " means the Protectorate of the Northern Territories of the Gold Coast.

" Secretary of State " means one of His Majesty's Principal Secretaries of State.

" Southern Section " means the southern section of the British Sphere.

III.—(1) The British Sphere shall be divided into two sections ; to be named the Northern Section and the Southern Section respectively.

(2) The boundary line between the said two sections shall be the following :—

From the point on the east bank of the Volta where the Tapa division on the north meets the Bowiri division on the south the said line follows the tribal boundary between the said divisions in an easterly direction until it meets the point where the boundary between the Tapa and Wora Wora divisions meets the boundary between the Tapa and Bowiri divisions ; thence it follows the boundary between the Tapa division on the west and the Wora Wora division on the east in a northerly direction until it meets the point where the boundary of the Apai and Tapa divisions meets the boundary between the Tapa and Wora Wora divisions : thence it follows the boundary between the Apai division on the west and the Wora Wora division on the east in a northerly and north-easterly direction until it meets the point where the boundary between the Tapa and Delo Lölo (Ntribu) divisions meets the boundary between the Tapa and Wora Wora divisions : thence it follows the boundary between the Delo Lölo (Ntribu) division on the north and the Wora Wora division on the south in an easterly direction until it meets the point where the boundary between the Wora Wora and Guaman divisions meets the boundary between the Delo Lölo (Ntribu) and the Wora Wora divisions : thence it follows the boundary between the Delo Lölo (Ntribu) division on the north and the Guaman division on the south in an easterly direction till it reaches the Anglo-French Frontier as laid down in the Franco-British Declaration of the tenth day of July, 1919, which is referred to in the Preamble to this Order.

(3) The following divisions are in the Northern Section :—Tapa, Apai, and Delo Lölo (Ntribu) ; and the following divisions are in the Southern Section :—Bowiri, Wora Wora, and Guaman.

(4) It shall be lawful for the Governor by Proclamation issued with His Majesty's approval, signified through a Secretary of State, to vary the boundary line laid down in Clause (2) as also the terms of Clause (3) of this Article.

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IV. Subject to the provisions of the mandate, the Northern Section shall be administered as if it formed part of the Protectorate ; and, subject as aforesaid, and subject also to the provisions of Article VIII of this Order, the Southern Section shall be administered as if it formed part of the Colony, and, until the Governor shall by Proclamation issued with His Majesty's approval, signified through a Secretary of State, otherwise ordain, as if it formed part of the Eastern Province thereof.

V. So far as the same may be applicable, the law for the time being in force in the Protectorate shall, as from the date of the commencement of this Order, apply to and be the law in force in the Northern Section, but it shall be lawful for the Governor, from time to time, by Ordinance to modify or amend any provision contained in such law in its application to the said Northern Section or to exclude any such provision from application thereto and the Governor shall have full power by Ordinance to make all such provision as may from time to time be necessary for the administration of justice, the raising of revenue, and generally for the peace, order and good government of the said Northern Section. Provided always that, should any such law so applied as aforesaid or any Ordinance enacted by the Governor as aforesaid be repugnant to any provision of the mandate, such law or ordinance shall to the extent of such repugnancy, but not otherwise, be and remain absolutely void and inoperative.

VI. So far as the same may be applicable, the law for the time being in force in the Colony shall, as from the date of the commencement of this Order, apply to and be the law in force in the Southern Section, but it shall be lawful for the Governor, from time to time, by Ordinance to modify or amend any provision contained in such law in its application to the said Southern Section or to exclude any such provision from application thereto, and the Governor shall have full power by Ordinance to make all such provision as may from time to time be necessary for the administration of justice, the raising of revenue, and generally for the peace, order and good government of the said Southern Section. Provided always that, should any such law so applied as aforesaid or any Ordinance enacted by the Governor as aforesaid be repugnant to any provision of the mandate, such law or ordinance shall to the extent of such repugnancy, but not otherwise, be and remain absolutely void and inoperative.

VII.—(1) The jurisdiction of the Chief Commissioner's Court of the Protectorate shall extend throughout the Northern Section ; and for the purposes of this provision the term " Chief Commissioner's Court " shall include the Courts of the Commissioners of the Protectorate.

(2) The Supreme Court of the Colony shall have and exercise throughout the Southern Section the like jurisdiction as it has and exercises in the Colony, and subject to the terms of any Proclamation issued under Article IV of this Order, as if the said Section formed part of the Eastern Province thereof.

VIII. In the exercise of the powers and authorities hereby conferred upon him the Governor shall be governed by the provisions of the Orders in Council bearing date the twenty-sixth day of September, 1901, and the fourteenth day of July, 1922, and known respectively as the Northern Territories Order in Council, 1901, and the Northern Territories Order in Council, 1922, or of any Order or Orders amending the same, and of any other Order in Council relating to the Protectorate or to the British Sphere, and by any Instructions relating to the Protectorate which he may have received or any other Instructions relating to the Protectorate or the British Sphere which he may receive from time to time from His Majesty or through a Secretary of State, and in any Order in Council or Instructions relating to the Protectorate and in force at the date of the commencement of this Order the expression " Northern Territories of the Gold Coast " or " Northern Territories " shall be deemed so far as may be necessary or appropriate for the purposes of this Order to include the British Sphere.

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Provided, however, that the powers with regard to the dismissal and suspension of officers conferred by the Northern Territories Order in Council, 1922, or any Order amending or substituted for the same shall in the case of an officer serving in the Southern Section be exercised by the Governor, and in the case of an officer serving in the Northern Section by the Governor, or in his absence from such Section and from the Protectorate by the Chief Commissioner of the Protectorate ; and that the powers with regard to the grant of pardon respite and remission conferred by the said Order in Council or any Order amending or substituted for the same shall in the case of a crime or offence committed within the Southern Section, or for which the offender may be tried therein, be exercised by the Governor, and in the case of a crime or offence committed within the Northern Section, or for which the offender may be tried therein, by the Governor, or in his absence from such Section and from the Protectorate by the Chief Commissioner of the Protectorate.

IX. This Order shall be published in the Gazette, and shall come into operation on a date to be fixed by the Governor by Order published in the said Gazette ; and the Governor shall give directions for the publication of this Order at such places, and in such manner, and for such time or times as he may think proper for giving due publicity thereto within the Colony, the Protectorate and the British Sphere.

X. His Majesty may, from time to time, revoke, alter, add to, or amend this Order.

And the Most Noble the Duke of Devonshire, K.G., G.C.M.G., G. C.V.O. one of His Majesty's Principal Secretaries of State, is to give the necessary directions herein accordingly.

M. P. A. Hankey.

Printed by H.M.S.O. Press, Harrow.

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Issued by the Colonial Office.

'IRAQ

REPORT

on

'IRAQ ADMINISTRATION.

April, 1922——March, 1923.

LONDON:
PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.
To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
Imperial House, Kingsway, London, W.C.2, and 28, Abingdon Street, London, S.W.1;
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1924.

Price 6*s.* 3*d. Net.*

[*Colonial No.* 4.]

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'IRAQ.

Report on 'Iraq Administration.

APRIL, 1922—MARCH, 1923.

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'IRAQ.

'Iraq Administration, April, 1922 to March, 1923.

Report by His Majesty's High Commissioner on the Finances, Administration, and Condition of 'Iraq for the period from 1st April, 1922, to 31st March, 1923.

SECTION I.—GENERAL REVIEW AND FOREIGN RELATIONS.

1. Political Summary of the Period.

The Political Environment.

During the year under review in this report, the hope of peace, which we have nourished since the Armistice of 1918, has remained far short of realization. More especially have the countries of the Near and Middle East suffered from the ferment of expectations, ambitions and rivalries, which has been the heritage alike of the War and of the terms of settlement laid down at its close. No record of this difficult period in the history of the 'Iraq would be adequate without due consideration of the environment of unrest which has reacted on the political atmosphere within the country.

The Turkish Threat.

Nor should the fact be neglected that, until peace is concluded between Turkey and the Allies, the 'Iraq State cannot rest upon a stable basis. The National Pact drawn up by the Angora Assembly in January, 1920, though its terms were left vague, foreshadowed the possibility that the Kemalist Government would not be content to accept without protest the severance of the Arab provinces from the Ottoman Empire as contemplated in the Treaty of Sèvres, and, with the defeat of the Greeks, Turkish claims assumed a more definitely menacing aspect. But the threat has been pronounced yet more clearly in arms. Since July, 1921, Turkish military adventurers, with small bodies of regular forces under their command, have been engaged in active hostilities on the eastern frontier of 'Iraq, as well as in inciting the tribes to revolt, while warlike preparations have been carried on in the north with a similar accompaniment of propaganda among the tribes. Two years were to pass before a settlement with Turkey was in sight, and the long delay with its attendant uncertainties has seriously impeded the progress of political

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reconstruction in the 'Iraq. Doubt as to the future was grist to the mills of every *frondist* element in the country, and deterred many of those who would regard the return of the Ottoman regime as a misfortune of the first magnitude from giving free expression to their opinions. The penalties of silence were manifestly nil, whereas nothing was more certain than that adverse sentiments would meet with severe retribution if Turkish authority were restored. Under circumstances so unfavourable, King Faisal and his Government may be congratulated on having held their own. The close of a critical year, rent by internal agitation and external alarms, sees a return throughout the country to sober administration, coupled with a feeling of greater confidence in the stability of Arab institutions, and the growing conviction that the welfare of the 'Iraq depends upon their maintenance. That they could not be maintained without British support and friendship is, however, generally admitted.

The Karbala Meeting.

The month of April, 1922, opened under disquieting conditions. A hitch had occurred in the negotiation of the Anglo-'Iraq treaty over the question of the mandate, the abrogation of which, and its complete replacement by the treaty, were desired alike by the King and by his Prime Minister, the Naqib. A Cabinet crisis arising out of the discussion of the military budget had resulted in the resignation of five Ministers, who were persuaded that they did not enjoy the confidence of their Sovereign. In spite of Ibn Sa'ud's apology for the Akhwan raid, the country was still smarting under a sense of combined indignation and fear, while an amazing suggestion that the British authorities had been responsible for the attack had received a certain amount of credence among an ignorant population, and was eagerly used by agitators to stir up anti-British feeling. The occasion was seized upon by the Shi'ah divines, under the guise of a patriotic desire for the protection of the country, to make a bid for that political influence which had always been denied to them by the Ottoman Government, and on 1st April, Shaikh Mahdi al Khalisi, a Mujtahid of Kadhimain, issued about 200 invitations to tribal leaders, both Shi'ah and Sunni, to assemble at Karbala on the 10th of Sha'ban (13th April), for the purpose of considering measures for the defence of the 'Iraq against the Akhwan. He had been informed by two of the Mujtahids of Najaf that they were assembling tribal chiefs in that area, and they asked him to do the same, though it is probable that his colleagues at Najaf were not a little mortified by the prominent position which he assumed in the common enterprise.

There were many indications that the Shi'ah religious leaders were inspired by other motives than that which was put forward. The political ambitions of the Shi'ah Religious Headquarters have always lain in the direction of theocratic

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domination; they had been sedulously checked by the Turks, but it might reasonably be hoped that the Arab Government in its initial stages would not offer so resolute an opposition, provided that it could be deprived of British support. The Mujtahids, who are almost without exception Persian subjects, have no motive for refraining from sacrificing the interests of the 'Iraq to those which they conceive to be their own, nor does their attitude of obscurantist detachment from the world, and from any science save that which is based on the Moslem scripture, place them in a position to gauge the needs of a State which is striving in the path of progress and enlightened self-government.

The occasion for the summoning of the people had been cleverly seized. The 10th of Sha'ban is the 'Id al Barrat, or 'Id al Mahya, on which, as on the 25th of Ramadhan, according to Islamic doctrine, God shows his power by the working of miracles. The five previous days are customarily associated with the festival which is celebrated by the Shi'ahs at Karbala and attended by a great concourse of pilgrims. Shaikh Mahdi's invitation was received with mixed feelings. Though a Shi'ah must think twice before neglecting to obey a summons from one of the 'ulama, especially when its purpose is ostensibly patriotic, the majority of the leading shaikhs were alarmed by their intervention in a political matter and anxious lest it should foreshadow an attempt to raise an anti-British movement similar to that of 1920. No Sunni tribesmen obeyed the summons. The King, learning that the meeting was regarded in many quarters with distrust, determined to send to Karbala the recently appointed Minister of Interior, Taufiq Beg al Khalidi, with strict instructions that proceedings were to be confined to the object advertised by Shaikh Mahdi. A regiment of 'Iraq cavalry and some infantry were also ordered thither to ensure that matters did not get out of hand.

On 3rd April I had despatched a message to Ibn Sa'ud in which I laid down a provisional boundary between Najd and 'Iraq, and required of the Sultan that he should immediately recall such of his followers as were beyond that line. The publication of the correspondence between myself and the ruler of Najd, combined with the news that Faisal al Dawish, the leader responsible for the recent attack on the 'Iraq Camel Corps and tribes, had retired into Najd, diminished public anxiety and went far to clear the air of misapprehensions. Thus the tension was already somewhat relieved before the shaikhs assembled at Karbala and proceedings were confined to a pious resolution embodied in a petition to the King that measures should be taken to protect the country from the Akhwan. The nature of the defence was left to the discretion of His Majesty the King and the meeting broke up with asseverations of loyalty to him and his Government.

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Results of the Meeting.

Nevertheless, during the course of the proceedings there was undoubtedly an attempt on the part of some malcontents, including well-known sympathisers with the Turks, to put forward a resolution on lines different from those of the official programme. It is probable that it was never clearly formulated, but it was sufficiently outlined to arouse the suspicions of many of the shaikhs who were present. Feeling ran high and ended in the refusal of a group of tribal leaders from the Middle Euphrates area to sign any document whatsoever, innocuous though it might appear to be, while others signed only under strong pressure from the 'ulama. Immediately after the meeting the dissident shaikhs assembled at Hillah and, having got into touch with others of the same way of thinking who had not attended the meeting, repaired to Baghdad and announced their intention of presenting a counter petition which should indicate their disapproval of the interference of the 'ulama in matters of State and their determination to hold by the British mandate. This project was ultimately dropped in the interests of general harmony, but the fact of its inception and the strong support it had received emphasised a sharp cleavage of opinion of which there had been signs even before the Karbala conference. During the next few months the breach was widened by a heated political controversy, more especially affecting the areas on the Euphrates which had been the scene of the disturbances of 1920 and still suffered materially from their effects, as well as from the rivalries they had engendered. The Muntafiq Division was also involved, but, with the exception of Baghdad, which was the focus of propaganda, the rest of the country took little or no part.

Reorganization of the Naqib's Cabinet.

Meantime the vacancies in the Council of State caused by the resignation had been filled. Taufiq Beg al Khalidi, who had successfully occupied the post of Governor of Baghdad, had been appointed to the Ministry of Interior before the end of March. Sasun Effendi, who was universally held to be irreplaceable, had consented to retain the portfolio of Finance, and Sabih Beg ibn Nishat, who had recently returned from Constantinople, accepted that of Communications and Works. Sabih Beg, a Kurd by birth, had held responsible office under the Turks and has shown himself during the past year to be possessed of valuable qualifications as an administrator, while his tact, good humour and good sense are no small advantages in whatever capacity he may serve. In the course of April, 'Abdul Muhsin Beg al Sa'dun accepted the Ministry of Justice. 'Abdul Muhsin Beg, an ex-deputy for Basrah, is a man of noble birth and of sound and moderate views, whose integrity of character and known devotion to his sovereign and to the best interests of the 'Iraq State have justly earned for him the confidence of his fellow countrymen.

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The Ministry of Commerce was entrusted to Haji Ja'far Chalabi Abu Timman, a Shi'ah merchant of extreme nationalist views; the former Ministers of Defence, Education and Auqaf retained their posts and a Health Directorate under the Ministry of Interior was substituted for the former Ministry.

The Council as reconstructed was as follows :—

President : The Naqib of Baghdad.
Minister of Interior : Taufiq Beg al Khalidi.
Minister of Finance : Sasun Effendi Haskail.
Minister of Defence : Ja'far Pasha al 'Askari.
Minister of Communications and Works : Sabih Beg ibn Nishat.
Minister of Justice : 'Abdul Muhsin Beg al Sa'dun.
Minister of Commerce : Haji Ja'far Chalabi Abu Timman.
Minister of Education : Saiyid Hibat al Din al Shahristani.
Minister of Auqaf : Muhammad 'Ali Effendi Fadhil.

The Electoral Law.

One of my first duties towards the Council was to intimate to it my concurrence in the Electoral Law, which had already received the consent of the King. I pointed out, however, that my agreement was based on the hypothesis that, pending the conclusion of peace between the Entente Powers and Turkey on the basis of the Treaty of Sèvres, or of some modified instrument, the rights of the Kurdish districts of 'Iraq, as defined by Clause 3, Article 64, of the Treaty of Sèvres, held good and would be respected. I also informed the British Advisers of Mosul, Kirkuk, and Sulaimani that, since it was not possible for the existing Government of 'Iraq to determine the status of the Kurdish areas, the three Divisions had been included in the law with my concurrence, subject to the reservation above stated, and I authorized the Advisers, in order to prevent misapprehension among the Kurds, to let them know that, as in the case of the referendum, they were at liberty either to participate or to withhold from participation in the elections for the Constituent Assembly, and that their participation or non-participation would not prejudice their right to take advantage of the status which might ultimately be assigned to them in the treaty of peace.

Two minor modifications were introduced subsequently. The sub-Liwa of Arbil was given separate representation from the Liwa of Kirkuk, and similarly, when the Hillah Division was split into two, the new Diwaniyah Division received separate representation.

The law was published in the beginning of May (*see* Appendix 1), and was well received. It was regarded as tangible evidence that His Britannic Majesty's Government and King Faisal were in earnest in their desire to establish constitutional government based on representative institutions. Criticism in the local press was confined to minor points, the most important of which was

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the restriction placed upon the choice of candidates to the area in which the voter resides. The provision is, however, salutary, since it tends to prevent the electoral assembly from being filled with candidates from the capital who are not in touch with the electorate they represent. The large proportion of carpet-baggers appointed by the Committee of Union and Progress had been one of the principal defects of the Turkish Chamber. More worthy of attention was the fear aroused in the minds of the tribal shaikhs when they found that only 20 per cent. of seats in the Assembly were reserved for their representation. Though they overlooked the facts that the working of the Ottoman system left the tribes almost entirely unrepresented, and also that every tribesman settled in a village, if he overcame the prejudice which connects registration with conscription, can record his vote, their anxiety was significant. If representative institutions are to acquire real value, it behoves 'Iraqi statesmen to see that the agrarian population is encouraged to take an adequate part.

The Treaty with Najd.

In one of its early sessions the Council showed its intention to prevent malicious incitement, and at the request of the Minister of Interior ordered the most violent of the nationalist newspapers, the *Istiqlal*, to be temporarily suspended on the ground that it had ventured on improper interference in matters of State in which the decision appertained to the King and the High Commissioner. The paper had been foremost in fanning indignation against the Sultan of Najd, and its disappearance facilitated settlement by negotiation, a course which was immediately advocated by the rest of the local press.

This was also the view taken by the Council of State. A proposal to garrison the southern frontier with 'Iraq troops was dismissed, though a small column was sent to Nasiriyah to satisfy public opinion, and the Ministers nominated Sabih Beg, Minister of Communications and Works, to act as representative of the 'Iraq Government in the forthcoming preliminary negotiations at Muhammarah.

They were encouraged in their decision by the aerial action which I saw fit to recommend, on 25th April, against the recalcitrant Shaikh of Dhafir, Humud ibn Suwait, whose rivalry with the Commandant of the Camel Corps, Yusuf al Sa'dun, had contributed largely to the crisis. Humud had persistently disregarded the order of the 'Iraq Government to surrender himself at Nasiriyah, and, on 23rd April, his tribesmen engaged in a skirmish with the Camel Corps. As a result of a visitation by air, Humud presented himself in Baghdad in May, and the disbanding of the Camel Corps in June put an end to a fertile cause of friction on the desert border.

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Ahmad Beg ibn Thanayan, the Sultan's envoy, met the 'Iraq representative, Sabih Beg, at Muhammarah on 1st May, and with the assistance of my secretary, Major Bourdillon, representing me, an agreement was drafted between the two Arab Governments on the lines indicated by myself to Ibn Sa'ud. After some preliminary hesitation on the part of Ibn Sa'ud, this document, which is known as the Treaty of Muhammarah (*see* Appendix 2) was ratified by the Sultan and King Faisal and by myself on behalf of His Britannic Majesty's Government after my meeting with the former in the autumn. It stipulates that the Muntafiq, Dhafir, and 'Amarat 'Anizah shall be recognised as 'Iraq tribes and defines the wells and pasture grounds which they are entitled to use, with the stipulation that certain watering places shall be considered as common to the tribes of both States. The two Governments agree further to punish aggression on the part of their respective tribes, to guarantee the safety of pilgrim routes within their frontiers, to maintain commercial intercourse, free of restrictions other than the prevailing tariff and to permit freedom of travel to such persons as are in possession of passports from their own Government. A final article, expressly insisted upon by Ibn Sa'ud, declares that the treaty will become null and void in the event of a breach in the relations of either Arab Government with the British Government. This proviso was the subject of remark in the Council until Sabih Beg explained that Ibn Sa'ud, being bound by treaty to the British Government, felt that a stipulation of some such nature was essential to any agreement between himself and another State. The extremist section of the vernacular press expended much ink in denouncing the clause and declared further that the signing of the document by the British representative was derogatory to the 'Iraq. But even these journals could find nothing to complain of in the terms of the treaty, and elsewhere it was accepted with relief.

The Anti-Mandate Agitation.

The help afforded by His Britannic Majesty's Government in bringing this question to a satisfactory issue in no way affected the agitation against the mandate which was represented in the extremist press (fortified by the reappearance of the *Istiqlal* after a suspension of three weeks) as being incompatible with national independence, if not a specious device for the incorporation of the 'Iraq in the British Empire. For reasons on which I need not here enlarge, the mandatory system as applied elsewhere had fallen short of nationalist expectations formed during the war, but this circumstance, though no doubt it affected the views of thoughtful politicians, counted for little in the polemics of the rank and file. Though the ground chosen was that of treaty and mandate, the point at issue was in reality how close and upon what terms was to be the constitutional bond

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between Britain and 'Iraq. An undercurrent to the anti-mandate agitation was furnished by the irreconcilables who were in favour of complete evacuation, and this group had the backing of the Shi'ah hierarchy in its secular opposition to all established Government. On the other hand, among the advocates of the mandate, there was a not unnatural tendency to turn to the opposite extreme and demand the resumption of direct British rule.

Apart from these exaggerated positions, neither of which was in accord with the policy of His Britannic Majesty's Government, the struggle lay between two schools of 'Iraq nationalism, one pressing for a rapid progress towards native administration, unfettered by such restrictions as might be entailed by the acceptance of our advice, though provided by us with material assistance, the other favouring a slower pace and closer co-operation with the British. Though in Baghdad itself the agitation was kept within limits which did not encroach on public peace, far more dangerous possibilities existed in the provinces. It must be borne in mind that in almost all tribes two main elements have crystallized out of a mass of sub-sections. The reason for this is constant. Faced with the task of dealing with the welter of tribal disintegration which was the heritage of Turkish policy, we endeavoured during the period of occupation to elevate a sectional head to paramount rank, making him responsible for the fulfilment by the tribe of its obligations to Government. The natural reaction followed. The remaining sections, jealous of the position of their quondam rival and fearing, not without reason, that he might use it unfairly, united to oust him, seeking support from any quarter which was thought to be unfriendly to him. As the authority of the central Government increases, the problem should be logically solved by the gradual dissolution of the tribal bond, though the born tribal leader may long continue to occupy an exceptional position as a reward for his popularity and good service. But this natural process cannot be helped forward by dealing with tribal claims on controversial lines, and such was unfortunately the direction which was followed.

In the Euphrates provinces a sharp definition of factions emerged from the conference at Karbala. The advanced Nationalist party comprised most of the newly appointed Arab executive officials, a clique of town politicians, many of whom had been prominent in the agitation which preceded the outbreak of 1920, and among the tribes, the rivals of those shaikhs whose paramount position had been recognized by the former administration. The opposite party was almost entirely tribal. Its mainstay consisted of those leaders who had fared well under the Government of Occupation, which they had loyally supported, but were in doubt as to whether they would find favour from a purely nationalist regime. Combined with these there were

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others who had taken an active share in the movement of 1920, had come to realize that it had been premature in its aims and had even joined the moderate group in 1921 in postulating the continuance of British control as a condition to their swearing allegiance to King Faisal.

It was quickly apprehended that in order to earn the good opinion of local Arab officials it was sufficient to appear as signatory to a document rejecting the British mandate, in return for which a lenient attitude might be expected in the matter of crop estimation and revenue demands, and a partial decision in disputes with rivals. On either side party colours were readily adopted in accordance with private interests. The position of the British element in the administration grew increasingly delicate. The advice they were paid to give was unasked and untaken. A desire loyally to support the new regime conflicted keenly with the wish and obligation to protect tried friends from injustice; it often became exceedingly difficult to hold an even balance between these two impulses, which should never have conflicted. Petitions and counter petitions inundated Baghdad, while the extremist press sedulously published those which were in accordance with the views of the editors, and ignored the equally numerous documents in the contrary sense.

This stage of the campaign was marked by the appearance in the *Mufid* of 24th May of a telegram from the Kadhimain Mujtahid, Shaikh Mahdi al Khalisi, to some of his supporters condemning the treaty which was under discussion between His Britannic Majesty's Government and the 'Iraq Government.

The editor of the *Mufid* is a certain Ibrahim Hilmi, notorious for the instability of his political views. His history is sufficiently instructive to merit a passing notice. He had conducted in Damascus a paper called the *Lisan al Arab*, in which he had shown himself by turns pro-British, pro-Arab and pro-French, abusing in unmeasured language his former heroes with every change of coat. On his return to Baghdad in 1920, he started a paper under the same name, in which, true to the only principle which would seem to guide his conduct, he printed articles of so violent a character directed against the French Government that I found myself obliged to address the Council of State on the subject. The fate of the *Lisan al Arab* was, however, sealed by fortuitous circumstances. An innocuous account of the organization of the Bahai sect in Palestine after the death of its head, 'Abbas Effendi, incurred the displeasure of Shaikh Mahdi al Khalisi, who issued a fatwah forbidding the faithful to purchase or read the journal. His censure, combined with the small esteem in which the editor was held, was enough; the *Lisan al Arab* disappeared and the *Mufid* rose in its place. But having eaten his sour grapes, the teeth of Ibrahim Hilmi had been set on edge. The *Mufid* showed itself servile to the destroyer of its forerunner and eager to follow, if not to outstrip, his policy.

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Failure of the agitators to organise demonstrations in Baghdad.

Even if the publicity was denied by the vernacular press of Baghdad to the expression of opinions adverse to the extremists, it was well known in Baghdad that these had been formulated by the leading shaikhs of the Middle Euphrates, and a growing body of responsible persons in the capital was in sympathy with them. That the agitators, if vociferous, had little real hold over the public was shown by the fate of an attempt to organize a demonstration on the first day of the Feast of Bairam (28th May), which terminates the month of fasting. Occasion was seized from the publication in a Reuter's telegram of a statement that Mr. Winston Churchill, in reply to a question in the House of Commons, had denied a recent report that King Faisal and his Government had informed the High Commissioner that the 'Iraq nation rejected the mandate. This was immediately twisted by the *Istiqlal* into an intimation that the mandate was acceptable to the people of 'Iraq, and the paper urged attendance at a public meeting of protest. Some three hundred persons, mainly loafers in an adjoining coffee shop, assembled at the place mentioned, but His Majesty the King having given the strongest orders that the meeting should not be permitted to take place, as it lacked legal sanction from the Ministry of Interior, those present were quietly dispersed by the police. But before the small gathering broke up, six persons were selected as delegates to the King. Four of these, Shaikh Ahmad Daud, Shaikh Mahdi al Basir, Shaikh Muhammad, son of Mahdi al Khalisi, and Shaikh Muhammad Sadr, were men who had played a prominent part in 1920, a fifth, Hamdi Pachahji, was a Nationalist of extreme views, while the sixth was Yasin Pasha al Hashimi, who had served with distinction in the Turkish army, acted as Chief of the General Staff under King Faisal in Damascus, and had recently returned to Baghdad. He declined to join the delegation. Though his refusal and the failure of the demonstration were significant, the proceedings of the extremists were regarded with apprehension in the town, and an official notification issued next day by the Ministry of Interior, assuring the public that discussions of the most friendly character were proceeding between the British and 'Iraq Governments, was greeted with fervent hopes that a solution might speedily be reached.

Anti-British Campaign in the Extremist Press.

It had been my endeavour to furnish the public with a reasonable explanation of the nature of the mandate and the part it played in the relations of Great Britain with the League of Nations, leaving the treaty to regulate the respective engagements of the British and 'Iraq Governments, but, as I have already mentioned, the mandatory principle presented grave drawbacks even to sober-minded Arab politicians. Not the least of these was undoubtedly that in accepting it they feared to

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incur censure outside the Arab world from that section of Islamic opinion which was hostile to British policy and would seize on the discredited mandatory relation as an excuse for opposing the establishment of a friendly connection such as was contemplated in the treaty. It was the earnest desire of His Britannic Majesty's Government, as it was also my own, to facilitate the task of King Faisal and his Government by framing the provisions of the treaty in such manner as to guard them against vindictive comment as far as our obligations to the League of Nations would allow, and it was the effort in this direction which had prolonged negotiations after agreement had been reached in all essential particulars. Far from recognizing the genuine wish on both sides to satisfy nationalist aspirations, extremist leaders started a dangerous campaign in the press against all who relied on the sincerity of the British Government, accusing the inhabitants of Basrah of a wish to become a British colony, and the tribal shaikhs of being British tools in a malevolent design to master the intelligentsia of the towns. In June the extremist organs directed their attacks on the British advisory staff who were charged with encouraging the manufacture of petitions demanding the continuance of the mandate. A particularly virulent article of this nature led to a second suspension of the *Istiqlal* by the Council, while the Minister of Interior published a telegram addressed to the officer in question assuring him that he had the complete confidence of the King and his Government.

Symptoms of Provincial Disorder.

The most serious feature in the situation was the suspension of administration in the provincial areas as a result of this agitation. I must emphasise the fact that these were confined to the two Euphrates Divisions. While political antagonisms increased rapidly in bitterness, occasions for their display were provided by neglect on the part of responsible native officials to deal with current tribal disputes or the manifest partiality with which they were approached. Grave symptoms of disorder began to appear and the collection of revenue, that sure gauge of the authority of Government, dropped to vanishing point in the areas in question.

Acceptance of the Treaty by the Council of Ministers.

Towards the end of June the Council of State concluded its deliberations on the treaty, which it accepted with the reservation, with which it persistently refused to dispense, that the treaty should not be ratified by the High Contracting Parties until it had been agreed to by the Constituent Assembly. Simultaneously, the Council resolved that elections should be held immediately and that an Organic Law and a law for the election of the future Legislative Assembly should be prepared for submission to the

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Constituent Assembly, together with the Treaty. The Minister of Commerce, Haji Ja'far Chalabi Abu Timman, though he signed these resolutions, registered his dissent from most of the articles of the Treaty *seriatim*, on the ground that they implied the existence of the mandate, and on the following day sent in his resignation. He had recently learnt that his Ministry was to be abolished in accordance with the recommendations of the Economies Committee which had been sitting since the beginning of the month, and it was generally believed that he had seized this opportunity for making a voluntary exit under the guise of patriotic devotion to the cause of his country's independence.

When it was known that the Council were on the eve of passing the treaty, the so-called Nationalist shaikhs of the Hillah Division were summoned to Baghdad to swell the opposition and an attempt was made, by order of Shaikh Mahdi al Khalisi, to close the bazaars and engineer demonstrations in Baghdad with a view to intimidating the Government. It proved a complete failure, however, and a few days later the leaders of the moderate tribal party assembled in the capital and conveyed to the King and the Naqib their thanks and congratulations on the happy issue of the treaty negotiations. At the same time the necessary steps were taken by the Ministry of Interior to set in motion the machinery of the general elections as laid down in the Electoral Law.

Delay in the Signature of the Treaty.

But the signing of the treaty was to suffer further wearying and perilous delay through King Faisal's anxiety to embody in the resolution of the Council, by which it was approved, some formula which should leave the door open for constitutional representations to the League of Nations, requesting the abrogation of the mandate. I undertook to lay his views before His Britannic Majesty's Government, but, as by this time Parliament had risen and the British Cabinet had dispersed during the recess, I could not hope to obtain an answer before Ministers reassembled in September.

Situation in the Provinces.

Failing a resolution such as that which was desired, His Majesty, guided by misleading reports from officials in the 'Iraq Government engaged in fostering agitation, was convinced that dangerous outbreaks were to be expected in the Euphrates provinces. Local British Advisers maintained, on the other hand, that the movement was almost wholly artificial and would collapse as soon as its protagonists were shown that the Government was prepared to insist on obedience to orders. It was, in any case, no longer possible to ignore the situation which had arisen. Daily it was becoming clearer that tribal leaders of the extreme

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Nationalist group were deliberately endeavouring to force their political opponents into taking action which would involve them in trouble with Government. Provocation in the Hillah Division had already in one case gone as far as bloodshed; in another a well-known anti-mandate shaikh was standing in arms in the lands of a protégé of his pro-mandate rival, while in yet another, a dispute as to boundaries had been decided by the local Arab officials, with manifest disregard to the evidence available, in favour of the extremist claimant. It is greatly to the credit of the opposing parties that its adherents resisted the temptation to take matters into their own hands, and were content to rely upon the representations of the British Advisers. On these the Ministry of Interior took action. The Mutasarrif of Hillah was ordered to Baghdad, and the Assistant Mutasarrif, a young man of great promise, who had refrained from taking part on either side in the political controversy, was instructed to settle the cases in question. He applied himself to the task with courage and judgment and encountered little or no opposition in reaching equitable settlements, to the complete justification of the forecast pronounced by his Adviser.

In the Muntafiq, where, as I shall have occasion to point out, an abiding agrarian trouble lies at the bottom of tribal unrest, the efforts of emissaries from Baghdad and the Holy Towns had given rise to profound disquiet. In June, Yasin Pasha al Hashimi was appointed Mutasarrif. He was not slow to realize that the problems before him wore an aspect wholly different from that attributed to them by the extremist politicians of Baghdad, and he made an effort to deal with them impartially. But the exasperation which had resulted from the policy of his predecessor had gone far to undermine confidence in Arab administration, nor was there any immediate prospect of attacking the fundamental agrarian difficulties which racked the Division, and, though the immediate danger of trouble was averted, Yasin Pasha took leave in August and subsequently resigned his post.

Creation of Political Parties.

Early in August new factors had entered the field. A stringent Law of Associations, regulating the formation of political parties, had been passed by the Council during the previous month and had received the assent of the King. Its publication was instantly followed by the renewal of a request, originally made in March by a group of extreme Nationalists whose spokesman was Saiyid Muhammad al Sadr, for permission to register a party under their auspices. On the earlier occasion, the Moderates had retaliated by declaring that they would form a counter organization, and His Majesty, fearing that friction would ensue, persuaded both sides to suspend their efforts. It was hoped, however, that the severity of the conditions and

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penalties provided by the Law of Associations would enable the Government to restrain activities dangerous to public order, and in the second week of August three parties were registered. The first was the Hizb al Watani, or Nationalist Party, of which the Secretary was Haji Ja'far Abu Timman; the second was named the Hizb al Nahdhah, or Party of Awakening, for which two Shi'ahs of Baghdad, Amin Chalabi Charchafji and Abdul Rasul Eff. Kubbah, were nominally responsible, though Saiyid Muhammad Sadr was believed to be the moving spirit; while the third, the Hizb al Hurr, the Free Party, represented the Moderates, and was presided over by Saiyid Mahmud Eff. al Gilani, the eldest son of the Naqib. This third party received the instant adhesion of the powerful group of moderate shaikhs on the Euphrates, and a branch was formed spontaneously in Hillah, but, while numerically stronger than the two extreme Nationalist organizations put together, its direction suffered from the lack of initiative which not infrequently accompanies moderate and constitutional opinions.

Agitation during Kurban Bairam.

The Feast of Kurban Bairam ('Id al Adhha), which celebrates the termination of the pilgrimage, fell on 4th August, and was the occasion of renewed efforts on the part of the extremists. A meeting was called at Najaf, unattended, it should be noted, by the leading 'ulama, at which a statement was drawn up demanding the resignation of the existing Cabinet, the rejection of the treaty and the right to form political associations and hold meetings. This was accompanied by a threat to boycott the elections. A project for closing the bazaars met with no success.

In Baghdad, owing to previous failures, no attempt was made to hold a demonstration, but a petition addressed to King Faisal was circulated in the town for signature. It expressed a determination to procure complete independence, to reject the treaty, and resist the holding of elections. Few signatures were obtained and the document was still-born. Some days previously Shaikh Mahdi al Khalisi had taken a further step by signing a fatwah pronouncing that those who failed to guard the independence of their country from the authority of foreigners should be expelled from the society of true believers and denied burial in Moslem graveyards. Almost immediately afterwards his political sympathies were clearly indicated in a second announcement ordering all Moslems to subscribe to the Turkish Red Crescent.

Resignation of the Naqib's Cabinet.

The proceedings at Najaf during Kurban Bairam precipitated a crisis in the Cabinet which had for some time past been imminent. On 9th August, the Minister of Interior, Taufiq Beg al Khalidi, intimated that he intended to send in his resignation, on the ground that it was the contention of the extremist leaders

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that the King placed no reliance in his Cabinet, and was not working in harmony with it, and that the opposition went the length of stating that their denunciation of his Ministers had His Majesty's approval. The Council, therefore, passed a resolution requesting the King to co-operate with his Government in such manner as to show that it could rely on his support and assistance. The King contented himself with replying that he saw no reason to change his policy, an answer which was taken by the majority of the Ministers to indicate the loss of his confidence, and led on 14th August to the resignation of all the Cabinet, with the exception of the Naqib, who hesitated to take precipitate action without an attempt to obtain a clearer announcement from the King. His Highness candidly felt, and had my full support in the sentiment, that it would be against the interests of the country to play into the hands of the extremists by abandoning his position permanently at the present juncture, and he delayed his resignation for several days until he had received assurance from the King that he would be called upon to form a new Government. But this arrangement was destined to be postponed.

The fall of the Cabinet was welcomed by agitators as a first concession to their demands as well as providing clear evidence of the defeat of the policy for which the Naqib and his Government stood, namely, the acceptance of relations with Great Britain through the medium of the treaty and the abandonment of the mandate question to His Britannic Majesty's Government and the Powers. They lost no time in declaring that the Naqib's Cabinet would be replaced by members of the opposite party, under the presidency of Saiyid Muhammad Sadr, and a manifesto from his pen, which appeared in the *Mufid* of 19th August, was looked upon as a preliminary step on his part to pave the way to high office by recapturing the position in the Shi'ah world, which had recently been usurped by Shaikh Mahdi. Moderate Nationalists were correspondingly disheartened and perplexed, while news from the provinces was of a highly disquieting nature. In the Muntafiq public order hung in a trembling balance, and the Mutasarrif of Hillah Division, regardless of official etiquette, had assembled his supporters at Najaf, which lies under the jurisdiction of the Mutasarrif of Karbala, and was carrying on a violent campaign which threatened to reopen feuds but recently adjusted. From Diyala it was reported that according to general belief the 'ulama were fostering a rising similar to that of 1920, and in Dulaim intrigues from Baghdad had begun to undermine the position of the paramount shaikh, with an inevitable deterioration in a Division which had enjoyed immunity from controversy owing to his close co-operation with King Faisal's Government.

By a breach of official discretion, the origin of which was not difficult to conjecture, the text of the unsigned treaty had for some days past been circulated among hostile elements in

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Baghdad, with results that can scarcely have been gratifying to the circulator. I received personal assurance from a strongly Nationalist source that the proposed terms outstripped anticipation in their generous fulfilment of Arab aspirations. I am satisfied that this view represented the honest opinion of all but a small body of irreconcilables; these last were, however, bent on producing a crisis, no matter at what risk to the body politic. It came in a manner unexpected by them.

Manifestoes issued by the Extremist Parties.

On 20th and 21st August, the two extremist parties held joint meetings under the presidency of Saiyid Muhammad Sadr, and on the succeeding day the result of their deliberations was submitted to the King in the form of a protest which attacked British policy in the 'Iraq, and demanded that British influence in the administration should be eliminated. This document was published by the *Mufid* and the *Rafidan* on 23rd August, the anniversary of His Majesty's accession, together with a separate manifesto from the Hizb al Nahdhah closely similar in purport. Both declarations ran directly contrary to the declared policy of the British and 'Iraq Governments.

Demonstration of 23rd August.

The ceremonies of 23rd August, the anniversary of the King's accession, opened by the presentation of Colours by His Majesty to the First Cavalry Regiment and the Second Infantry Battalion of the 'Iraq Army. When the military function was concluded, His Majesty held a levee, in accordance with a programme which had been given publicity in the press. I attended with my staff at the appointed hour. The account of this part of the proceedings was fully published at the time; it is sufficient here to say that, evidently by design on the part of the King's chamberlains, the leaders of the two extreme Nationalist parties had been given appointments just before myself, and, after offering their congratulations to the King, had prolonged their visit to the royal apartments so as to ensure that they should be present when I arrived. On entering the Serai Square, my car had to pass through a considerable crowd of people whom I then supposed had gathered to witness the presentation of Colours. They made way for my car to pass to the steps of His Majesty's apartments. As I mounted the steps I noticed a knot of individuals collected on the balcony of the audience chambers, from which one of their number was apparently addressing the crowd below. As I reached the threshold of the apartments, some remark, shouted out by a member of the audience, was received with much clapping, but I did not learn what it was until some hours afterwards, when enquiries showed that the text of the speech which was being delivered from the balcony was that of the declaration which had appeared in the papers that morning,

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and that the cry which had been received with so much clapping was, being interpreted : " Down with the Mandate." No doubt could have been entertained that the incident had been carefully designed, and on the following day, having in the meantime obtained from the police an authoritative account of the incident, I instructed my Secretary to address a vehement protest to the Secretary of the King's Diwan against proceedings so unseemly as those which had taken place at a moment when, as the representative of His Britannic Majesty, I was crossing King Faisal's threshold in order to pay him a visit of congratulation. I demanded an apology for the affront and inquired what steps His Majesty proposed to take against those responsible for it.

The King's Illness.

The apology which I received was both instantaneous and ample, but I learnt at the same time that the King was suffering from a sudden attack of appendicitis, which by nightfall presented symptoms so alarming that the British medical officers in attendance on His Majesty decided upon an immediate operation. It was performed with success on the morning of 25th August, when the King's condition was found to have been such that the operation could not have been delayed for another twenty-four hours. His recovery was fortunately rapid and unchecked, but after so serious an ordeal his medical advisers were obliged to impose strict orders that His Majesty should not attend to business of any kind.

Steps taken to insure Public Peace.

The country was thus left without either a King or a Government at a time when, owing to the agitation carried on by the extremists, public peace was in lively jeopardy. I ascertained from the authorities immediately responsible that the maintenance of law and order could not be guaranteed if the situation were allowed to develop and accordingly, on 26th August, I took the steps considered necessary for the restoration of public confidence. In the afternoon of the same day I issued an announcement to the public. After stating the precise position existing at the moment in regard to the conclusion of the Anglo-'Iraq Treaty and the existence of the mandate, I explained that the British Cabinet would not be able to consider the last proposals from Baghdad until it met after the recess. I assured the people of 'Iraq that His Britannic Majesty's Government was most anxious to meet the aspirations of the 'Iraq Government and people to the utmost limits compatible with their international obligations and responsibilities, and I pointed out that it was the duty of every patriotic 'Iraqi who had the welfare of his country at heart to refrain from any word or action calculated to disturb internal peace or the happy relations which had hitherto existed between the two Governments, and to

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await in patience the early receipt of a reply from London. I went on to remind the public that, pending the conclusion of the treaty, the Government of 'Iraq and His Britannic Majesty's High Commissioner were jointly responsible for the maintenance of conditions of security and stability in the country. Owing to the recent resignation of the Cabinet of His Highness the Naqib, the functions of the Council of State were in abeyance, while by an unfortunate coincidence His Majesty King Faisal had been stricken down by a serious attack of appendicitis and would not for some time be able to resume his part in the direction of affairs. Meanwhile, so serious a situation had been produced by the extravagant and seditious behaviour and manifestoes of certain politicians in the capital that, in the opinion of those responsible for the maintenance of law and order, prompt action was required if peace was to be maintained. I referred to the manifesto published jointly by the Hizb al Watani and the Hizb al Nahdhah on 23rd August, which constituted a clear declaration of hostility to the established Government and an invitation to sedition and disorder. In fulfilment of my responsibility to His Britannic Majesty's Government, I stated that I had felt myself constrained to take the following steps : I had ordered the arrest and deportation from Baghdad of certain persons, including Ja'far Chalabi Abu Timman, Hamdi Pachahji, and Saiyid Mahdi al Basir. I had temporarily closed the Hizb al Watani and Hizb al Nahdhah, and I had given orders for the suppression of the newspapers *Mufid* and *Rafidan*, together with the arrest and removal of the editors. I felt confident that these measures would suffice, but I warned the public that I would not hesitate to take drastic steps against any persons who should continue to emulate the seditious vagaries of those who had been placed under arrest. In conclusion, I emphasized the fact that these measures did not signify any change in the settled policy of His Britannic Majesty's Government towards the 'Iraq, and I called on all who believed that the interests of their country depended upon the maintenance of close and friendly relations with the British Government to stand together at this juncture in their resistance to irresponsible agitators.

The persons actually deported to Henjam in addition to the three above mentioned were Amin Chalabi al Charchafji and 'Abdul Rasul Chalabi al Kubbah, while a few days later Habib al Khaizran, a shaikh of the 'Azzah, was also arrested and deported. At my recommendation Saiyid Muhammad al Sadr, and Shaikh Muhammad, son of Shaikh Mahdi al Khalisi, left voluntarily for Persia on 29th August. Ibrahim Hilmi, editor of the *Mufid*, made his way across to the frontier in disguise and joined them in Persia.

My announcement gave instant reassurance both in Baghdad and in the provinces. For some time past sober-minded politicians, alarmed by the facile descent down which the extremists were precipitating the country, had been anxiously

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hoping for some action on the part of the 'Iraq Government or of myself, and I received many acknowledgments of the relief caused by my action.

Resumption of Non-Party Administration in the Provinces.

Prompt measures were needed to stabilize the situation which had been created on the Euphrates. The last act of the Naqib's Cabinet had been to split the unwieldy Division of Hillah into two parts, placing under Diwaniyah the southern portion, to which was added the Qadha of Samawah, which, since, 1920, had formed part of the Muntafiq. At the same time the Ministry of Interior had made a number of proposals regarding the transfer of Arab executive officials in these areas, with a view to the appointment of men who were not identified with any political views and would conduct administration on non-party lines. These were carried out. The Mutasarrif of Hillah had been instructed on 19th August, to hand over to the Assistant Mutasarrif and repair to Baghdad, and a Committee had been appointed to revise the revenue assessments, against which there had been wide-spread complaints. The Committee consisted of one British officer and one Arab officer of known probity who co-opted local Arab colleagues. Grave irregularities were reported, resulting in some cases to a loss to the Treasury amounting to from 50 per cent. to 75 per cent. of the revenue dues. In consequence, assessments were carried out afresh. The inter-tribal situation was taken firmly in hand; Hillah Division offered no difficulty, but in three cases it was necessary in Diwaniyah Division to revert to aerial action against shaikhs whose open defiance of the orders of Government threatened serious breaches of the peace. By the middle of September, however, all danger of sporadic outbreaks was over in Diwaniyah, and the settlement of outstanding tribal disputes was in course of accomplishment. The Muntafiq proved somewhat more troublesome. The unrest, which had been fostered for political ends, had assumed an aspect definitely anarchical. A group of shaikhs banded themselves together under pledge to exact a complete remission of the revenue demand for the current year, to act together in seizing certain plots of land which they coveted from their neighbours, and to take combined action against Government if they met with official resistance. After an attempt to kidnap the Divisional Adviser, and a flat refusal to obey the orders of the local Qaimmaqam, one of the leaders was bombed by air, whereupon another carried out his share in the programme of resistance and overwhelmed the nearest police post. Intensive action by air was taken in October, and by the end of the month all the insurgent shaikhs had surrendered.

I wish to record that from this time forward until the end of the period under report the Euphrates Divisions have settled down to an era of reconstruction. Great praise is due to the

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Arab executive officials who have steadily applied themselves to the work of administration, and I am happy to record that harmonious relations have existed between them and their British colleagues, from whose experience and advice they have shown no reluctance to profit.

There has been one example of an attack by Arabs on a British official, but the episode, regrettable though it was, for it resulted in a permanent injury, was devoid of political significance. It occurred on 19th January, when Major Jeffreys, Adviser to the Mutasarrif of Diwaniyah, happened to interrupt a raiding party which was on its way to commit a murder in a neighbouring village. On being stopped and called upon to account for carrying arms on the highway, the offenders opened fire and Major Jeffreys was wounded in the foot before his chauffeur could get the car away.

Support given to the Civil Arm by the Royal Air Force.

As is to be expected in all tribal areas, occasional breaches of the peace have occurred, but with rare exceptions the arbitrament of force has not been sought during the last four months. When, at the request of the local Arab executive official, backed by that of his British Adviser, it has been necessary, as it was after the troubled months of the summer, to use forcible measures to prevent the spread of disorder, with attendant bloodshed, as a rule a preliminary warning dropped by aeroplanes has been sufficient to persuade the parties concerned to obey the orders of Government. Such warning has been invariably given and only when it failed has the threat been carried out and the offender attacked by air or rounded up by police under the protection of an air demonstration. In every case where loss of life has been entailed it has been incommensurate with that which would have resulted from allowing tribal feuds to continue unchecked. I emphatically endorse the statement made by the Secretary of State for Air in the House of Commons on 21st February, that there is no example in which air action has been taken for the purpose of collecting revenue. Open defiance of the authority of Government such as presented a dangerous likelihood of insurgence is the sole ground on which the R.A.F. has been called upon to fulfil its legitimate rôle in assisting the local administration to preserve internal peace.

The more undivided attendance of executive officials to their administrative duties has led to a marked enhancement of the prestige of Government, with the result that the collection of dues and arrears, which had been practically suspended during the months of agitation, has been resumed with effects satisfactory to the Treasury. Nor is this all. The fact that genuine efforts are being made to settle local disputes of long standing will tend to diminish causes of friction, thus enhancing gradually the orderliness of tribal areas.

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Recovery of the King.

His Majesty King Faisal was sufficiently restored to health by 10th September to resume his part in affairs of State. I was permitted by his medical advisers to have audience with him on that day in order to acquaint him with the measures I had seen fit to take during his illness. He expressed himself to be entirely satisfied with the course I had pursued and on the following day addressed to me a letter in which he publicly thanked me for the salutory measures I had adopted in order to maintain public interests in the difficult position with which I had been confronted owing to the coincidence of his malady with the interval between the resignation of one Cabinet and the formation of another.

Formation of the Naqib's Second Cabinet.

The first step taken by His Majesty was to invite His Highness the Naqib to form a new Cabinet which was constituted towards the end of the month as follows :—

President : His Highness the Naqib.
Interior : 'Abdul Muhsin Beg al Sa'dun (late Minister of Justice).
Finance : Sasun Eff. Haskail (no change).
Defence : Ja'far Pasha al 'Askari (no change).
Public Works : Sabih Beg (no change).
Justice : Taufiq Beg al Khalidi (late Minister of Interior).
Education : Haji Muhsin Shalash.
'Auqaf : Muhammad 'Ali Effendi Fadhil (no change).

The only member who had not previously held Cabinet office was Haji Muhsin Shalash, a Shi'ah and the leading banker and merchant of Najaf, where he enjoys great esteem.

Signature of the Treaty, 10th October, 1922.

All difficulties with regard to the treaty had been cleared away by an assurance from the Secretary of State that the mandate would be considered to have lapsed from the moment that the 'Iraq State was admitted to membership in the League of Nations, a privilege which, by the terms laid down in the treaty, His Britannic Majesty's Government had undertaken to endeavour to obtain at the earliest possible date. One of the first acts of the new Cabinet was to reaffirm their approval of the treaty, which was accordingly signed on 10th October by myself on the part of His Britannic Majesty's Government, and by His Highness the Naqib on the part of the 'Iraq Government, and published on 13th October (*see* Appendix 3) together with the communiqué from the Secretary of State (Appendix 4). On the same day King Faisal issued a moving proclamation to his people,

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written by his own hand and testifying to his deep satisfaction at the conclusion of the alliance with Great Britain. It ran as follows :—

" I publish to-day to my beloved people the text of the Treaty concluded between me and His Britannic Majesty's Government.

" Many obstacles have stood in the way of the negotiations of our plenipotentiaries which have lasted about ten months, but at the end we have been able, thanks to good intentions and mutual confidence, to overcome them and reach a satisfactory settlement. I have no doubt that my people will appreciate the importance of this Treaty and the great strides which we have made towards the realization of national aspirations. The people will hold with additional strength to the friendship of our illustrious Ally, Great Britain, because the continuance of friendship with her is a vital matter on which depends the safeguarding of the independence of this State and the assurance of her economic progress.

" The Treaty, as is clear from its text, is based on a foundation of mutual advantage and interest, and, just as we have undertaken to respect the obligations of Great Britain and her international interests, so she, on her side, has undertaken to assist us and has recognized our political independence and respected our national sovereignty. All other agreements subsidiary to this Treaty will be based on these principles. Nothing remains but that we should carry out elections for the convening of the Constituent Assembly and the framing of the Organic Law. Thus we shall make our second step and progress towards an application to the League of Nations, with the assistance of our Ally, that we should be admitted to membership of the League like other Powers. I appeal to my people to support their Government in the maintenance of order within the State and to help the Government to execute its laws, and I ask the people to select fitting representatives who will truly represent the wishes of the nation. At the same time my people should feel confidence in and devotion towards the British Government and nation which alone has recognised our political existence, and has treated us with sincerity and has promised to help us to admission to the League of Nations and towards the realization of our national aspirations.

" Now that the Treaty has been concluded, the internal administration has become my concern and that of my Government and my people. We are, thank God, one united whole moved by a strong feeling of responsibility for the future prosperity of the country. The British authorities,

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who have shared that responsibility with us, are to-day our sincere allies supporting us under the provisions of the Treaty against any who may wish to injure our independence, and we ask help from God that we may follow a policy of sincerity and friendship towards our neighbours, having before our eyes the promotion of peace and friendship within these territories. Guidance is from above.

FAISAL."

The following telegrams were exchanged between King Faisal and King George on this occasion :—

From His Majesty King Faisal to His Majesty King George.

12th October, 1922.

" To-day, when by the conclusion of our Treaty our endeavours have been crowned with success and the bonds of friendship and alliance firmly established between us, I offer Your Majesty my profound thanks for the most effective assistance which this State has been so fortunate as to enjoy at the hands of Your Majesty since its inauguration. I trust that Almighty God will so ordain that this our Treaty of to-day shall be one under which peace and prosperity will flourish in this country progressing, as it will, in steadfast reliance on the help and friendship of Great Britain.

" May the happiness and prosperity of Your Majesty and your illustrious people ever increase."

From His Majesty King George to His Majesty King Faisal.

16th October, 1922.

" I deeply appreciate your message and cordially reciprocate your good wishes. My earnest hope is that the friendly association of our people will lead to the establishment in 'Iraq of a prosperous and independent Arab Kingdom."

The subsidiary agreements, to which King Faisal alludes, relate to the number and status of British officials employed by the 'Iraq Government and judicial organization such as shall protect adequately the position of foreign nationals, together with the military and financial engagements entered into by the two Governments and arrangements for the execution of international conventions. Discussion on these heads is now approaching completion.

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Effect on the 'Iraq of Kemalist Victories and Claims.

The publication of the treaty occurred at a period of deep preoccupation with the development of events in Anatolia. The Kemalist attack on the Greek forces had begun on 26th August, and by 9th September Smyrna had been recaptured by the Turks. Their claim to the Mosul Wilayat had begun to assume definite shape at Angora, which the temporary evacuation of Sulaimani by ourselves on 3rd September, under circumstances which will be recorded later, was regarded in many quarters not only as evidence of the success of Turkish propaganda, but also as indicating that His Britannic Majesty's Government was not prepared to resist Turkish pretensions. Thus, though the signature of the treaty met with unfeigned satisfaction from all solid elements in the 'Iraq, among whom the words of His Majesty's proclamation aroused many expressions of praise and gratitude, dissidents were encouraged by the uncertainty created by the Turkish situation. They could have given no better proof of their profound antagonism to the conception of an independent Arab State raised on stable foundations, the end which the treaty had in view. The lead was as usual taken by the Shi'ah clergy.

Fatwahs forbidding participation in the Elections.

The 21st of October saw the publication of a Royal " Iradah," ordering the convention of the Constituent Assembly. This was followed on 24th October by a communiqué from the Ministry of Interior instructing all Government officials to adopt an attitude of complete neutrality during the elections. The registration of primary electors began without delay. But for some time past communications had been passing between the Shi'ah 'ulama regarding the advisability of forbidding participation in the elections, and on 8th November " fatwahs " to this effect were issued from Karbala and Kadhimain. It is difficult to estimate the exact effect which was produced by these utterances. The registration of primary electors, though somewhat impeded by fears of conscription, had almost reached completion. The revisary committees, whose duty it was to check and sign the registers, had to a great extent been appointed and in most cases they carried their functions through to a conclusion without any hesitation. But in Karbala and Hillah, the Divisions which fell most closely under the influence of the Holy Towns, the members of the committees were terrorized by the threats of the extremists and either resigned office or declared themselves afraid to sign the registers. On the other hand, the Shi'ah tribes have been largely unaffected. In the Liwa of Kut tribal representatives to the Electoral Colleges have been chosen, and there is little doubt that the greater number of the tribesmen on the Euphrates would be prepared to play a similar part. In the Sunni north it is not the fatwahs, but fear of future inclusion in the Turkish Empire which tends to make them stand aloof from the elections.

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The Lausanne Conference: First Phase.

The news that on 1st November, the Angora Assembly had deprived the Khalif of temporal power roused deep-seated resentment among Orthodox Sunnis, but when it was ascertained that his successor had been acknowledged as Khalif, it was decided to insert the name of Majid Effendi in the khutbah. The flight of Muhammad VI, taken together with reports of the high-handed actions of the Kemalists in Constantinople, at first gave some encouragement to the advocates of disorder, though responsible opinion recognized the strength of the united front shown by the Entente Powers at the opening of the Lausanne Conference. Immediately after the signature of the treaty, King Faisal made a pressing request for the presence with our deputation at the Conference of a representative of the 'Iraq, and in reply I was charged to convey to His Majesty that His Britannic Majesty's Government welcomed the suggestion, both in order that the envoy might assist in the preparation in London of material in regard to 'Iraq, and also that he might accompany the British representatives to the seat of the Conference. His Britannic Majesty's Government considered that the most convenient arrangement would be that, in anticipation of the ratification of the Anglo-'Iraq Treaty, a representative should be appointed to London and be used for the above purposes. The Council of State agreed to this suggestion and appointed Ja'far Pasha al 'Askari, Minister of Defence, to the duty. He left by air on 8th November, accompanied by Taufiq Beg al Suwaidi as Secretary.

Resignation of the Naqib.

The renewed activity of Turkish propaganda excited by events in Anatolia led to a crisis in the Cabinet. The Minister of Interior, 'Abdul Muhsin Beg al Sa'dun, was convinced that the Council of Ministers, should meet the situation with a vigorous appeal to nationalist sentiment, as well as with counter-action. He considered that a Council under the leadership of His Highness the Naqib must necessarily incline to more temporizing methods than were called for and he tendered his resignation to the King on 6th November. Almost at the same moment Haji Muhsin Shalash also resigned, on the ground that his business affairs required his personal supervision, while two days later the post of Minister of Defence was left vacant by the departure of Ja'far Pasha for London. The Cabinet was thus deprived of half its members and the Naqib judged the moment opportune for his own withdrawal. He resigned on 16th November. Notwithstanding age and infirmity, he had borne the burden of his highly responsible office for two years. To his temperate counsels and his wise handling of affairs of state all who have the interests of the Arab kingdom at heart must look back with gratitude, while I reckoned his unfailing confidence and friendship as having been inestimable assets in carrying out the policy

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of His Britannic Majesty's Government. He remains among us a venerable and respected figure, ever ready to use his great influence and experience to the best advantage of his country, and his name must count among the chief of those who laid the foundations of Arab independence.

The Sa'dun Cabinet.

His Majesty wisely entrusted 'Abdul Muhsin Beg with the formation of the succeeding Cabinet, the composition of which was announced on 20th November as follows :—

President of the Council : 'Abdul Muhsin Beg al Sa'dun (Minister of Justice in the late Cabinet).

Minister of Interior : Naji Beg al Suwaidi (held the portfolio of Justice from September, 1921, to March, 1922).

Minister of Finance : Sasun Eff. Haskail (no change).

Minister of Communications and Works : Yasin Pasha al Hashimi (late Mutasarrif of Muntafiq).

Minister of Education : 'Abdul Husain Chalabi, a Shi'ah of moderate views.

Minister of 'Auqaf : 'Abdul Latif Pasha Mandil (held the portfolio of Commerce from September, 1921, till March, 1922, and was previously a member of the Naqib's provisional Government).

Minister of Defence : Nuri Pasha al Sa'id, C.G.S., acting.

The Ministry of Justice was not filled until January, when Naji Beg was transferred to it, while 'Abdul Muhsin Beg took the portfolio of Interior in addition to his duties as President of the Council.

The planks on which the Sa'dun Cabinet rests are resistance to Turkish claims and acceptance of the treaty with Great Britain. The Prime Minister published, on 24th November, its programme which ran as follows :—

"The Ministers have taken the responsibility of administering the country at this historic moment, relying on God and the confidence of His Majesty the King, and trusting in the support of the noble 'Iraq people. The Ministers will endeavour to realise the aspirations of independence and national sovereignty within the natural boundaries of 'Iraq.

"1. Application of laws and observance of equity in dealing with all classes.

"2. Maintenance of Government on a permanent national basis so as to put the responsibility of administration into the hands of capable natives.

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" 3. To promote friendly relations with our great Ally who has recognized our political independence and respected our national sovereignty; to expound the clauses of the treaty by publishing official statements which will reassure the public; to draft the Organic Law consistently with the wishes of the people and to prepare the Electoral Law for the Legislative Assembly, so as to lay these laws before the Constituent Assembly, together with the Anglo-'Iraq Treaty.

" 4. To maintain friendly relations, political and economic, with neighbouring and other Governments.

" 5. To safeguard complete freedom and prevent illegal interference in the present elections for the Assembly, which will have the final right to ratify the treaty and pass the laws above-mentioned. The Ministers support the freedom of the press and do not object to the formation of political parties, according to the laws now in force.

" 6. Drastic economy in Government posts and development of the resources of the country so as to balance expense and revenue; the adoption of all measures to create a national force composed of army and police, sufficient to maintain public security.

" 7. Observance of efficiency in selecting public officials and promotion of national feeling; adoption of measures for public instruction in accordance with the principles of religion; resistance to every movement prejudicial to public security and contrary to national aspirations and the giving of opportunities for all kinds of schemes hitherto neglected, such as the reclamation of lands, etc., and adoption of modern systems.

" The Government appeals to all officials to observe these canons, to co-operate with the Government and exhibit a spirit of patriotism in all their actions. It appeals to the public to support the Ministers.

'Abdul Muhsin.
Prime Minister."

'Abdul Muhsin Beg has proved himself a worthy successor to the Naqib. His fearless integrity combined with great personal loyalty have given him the confidence of his Sovereign and his colleagues, while my relations with him have been conducted on the same basis of cordial co-operation towards a common end which I enjoyed with his predecessor. The patriotic spirit of his Cabinet has received the support of the country. When the Turkish delegates formulated at the Lausanne Conference their claims to the Mosul Wilayat, a strongly worded protest addressed by the Council of State to Lord Balfour for submission to the League of Nations was followed by telegrams in the same sense from every part of the 'Iraq which had sworn allegiance to the King. Shaikh and townsman, Sunni and Shi'ah, the members

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of Municipal and Administrative Councils, the Hizb al Hurr, which is presided over by the eldest son of the Naqib, and the journalists of Baghdad all added their voice to that of the Prime Minister. It may be noted that the vernacular press has from first to last adopted an unexceptionable attitude over this question. While expressing sympathy with the Turks in their desire for national independence, 'Iraqi journalists have been careful to point out that Arab aspirations deserve similar consideration.

Return of Political Deportees.

Together with the programme of his Cabinet, the Prime Minister was able to announce, with my approval, that the political offenders who had been deported to Henjam by my order in August would be released, under strict guarantee that they would support the policy of the King and his Government based on adherence to the treaty. On my return from visiting the Sultan of Najd at 'Ojair, whither I went on 19th November, I called at Henjam and arranged that two of the deportees, Haji Ja'far Chalabi Abu Timman and Hamdi Beg Pachahji should not return at once to Baghdad but might repair to any other country. Subsequently, however, it was agreed at the request of the Council that Hamdi Beg should be allowed to return; the case of Ja'far Chalabi was similarly disposed of at a later date.

The other deportees landed at Basrah on 18th February.

Financial Position of the Country.

The first duty of the Sa'dun Cabinet was to consider the financial position of the country which the recent months of political agitation had adversely affected. The Cabinet crisis of August had delayed the acceptance of the reductions recommended by the Economies Committee, while in the rich Euphrates areas the Treasury had suffered a serious abatement of receipts during the period of unrest which followed on the Karbala meeting. Natural causes were responsible for an even further diminution. Owing to an exceptionally bountiful harvest, the price of agricultural produce had fallen so sharply that the rates fixed for the assessment of taxation could no longer be realized and on all sides remissions had been necessary. I was obliged to direct the attention of the Cabinet to the serious nature of the financial position and at the same time propounded to them the recommendations put forward by His Britannic Majesty's Government for the lightening of expenditure. The Council lost no time in putting into force the proposals of the Economies Committee, but the efforts of Ministers have not been entirely successful in balancing the budget during the current financial year. The subject will be more exhaustively treated under the financial section of my report, but I may say here that I have every hope that, though stringent economy will be essential during the next few years, the natural resources of the 'Iraq will not prove insufficient for the needs of administration.

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Steps taken to meet the Turkish Menace.

I was summoned to London early in the current year to attend the deliberations of the British Cabinet and left Baghdad on 19th January, expecting to be in England about a fortnight. My absence was prolonged until 31st March; during this period my Counsellor, Sir Henry Dobbs, acted for me. Little change occurred in the internal political situation during February and March, but the suspension of negotiations at Lausanne and evidences of military activity on the northern frontier of 'Iraq roused justifiable anxiety for the immediate safety of the country from attack. With the approval of Sir Henry Dobbs, the Air Vice-Marshall, Sir John Salmond, who had assumed command of the British Forces in 'Iraq on 1st October, determined as a precautionary measure to strengthen the Mosul garrison, a step which involved the entrusting of the line of communications on the Tigris to the 'Iraq Army. This duty has been fulfilled creditably.

At the same time it was decided that the moment was opportune for the acceptance by the Amir Zaid of an invitation, given shortly after His Highness's arrival in the 'Iraq in the autumn, to visit Mosul. His presence there as the representative of his royal brother added a lustre to the Arab regime which in the northern area, since the visit of the King himself in the previous year, it had somewhat lacked. Demonstrations of loyalty greeted the appearance of the Amir who served as a rallying point to nationalist sentiment irrespective of party. The leading Kurdish Chiefs of the northern frontier, all of whom had sworn allegiance to King Faisal while many had been present at his coronation, lost no time in paying their respects to the Amir. When it was known that an irregular tribal force was to be raised in the Jazirah desert, for the better protection of the west flank, the Amir received offers of assistance not only from 'Iraq tribes but from many from across the border, and though these last were wisely refused on the ground that their acceptance might have constituted an undesirable provocation, no difficulty was found in enrolling a strong force during the next two months.

2. The Kurdish Question.

Restrictions imposed by the Treaty of Sèvres.

It will be convenient at this point to deal with the Kurdish question to which I have hitherto made no more than the briefest allusion, although it intimately affects the northern provinces of 'Iraq. It must be remembered that, in its policy towards the Kurds, the 'Iraq Government was bound by Article 64 in the Treaty of Sèvres, by which Turkey undertook to give independence to the Kurdish areas in Asia Minor if, within a year after the ratification of the treaty, a majority of the population should prove to the Council of the League of Nations that they were desirous of independence and capable of exercising it. "If

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and when such renunciation takes place " the Article concluded, " no objection will be raised by the Principal Allied Powers to the voluntary adhesion to such an independent Kurdish State of the Kurds inhabiting that part of Kurdistan which has hitherto been included in the Mosul Wilayat." All dealings with the Kurdish areas in Mosul Wilayat were therefore circumscribed by the possibility that they might at the wish of the inhabitants cease to form part of the 'Iraq.

Provisional Administration in the Kurdish Districts.

As I had the honour to state in my last annual report the Kurdish districts in Mosul and Arbil Divisions twice declared their intention of uniting with the 'Iraq, once in June, 1921, before the arrival of the Amir Faisal, and again in August when, with the exception of the Rawanduz Qadha, they swore allegiance to him as King, but on both occasions there were certain reservations which provided for a measure of decentralization to be accorded by the 'Iraq Government, nor was the population obliged to adhere to a previous decision of this nature should the circumstances arise which were indicated in Article 64 of the Treaty of Sèvres. Sulaimani Division, on the other hand, rejected altogether the idea of inclusion in the 'Iraq in June, 1921, while the majority of the inhabitants of Kirkuk Division asked that decision should be postponed for a year and meantime declined to take the oath of allegiance to the King. Pending a future solution, the Kirkuk Division was administered as before by officials of the 'Iraq Government and British advisers and was subject to the central authority in Baghdad, while the administration of Sulaimani was conducted by Kurdish officials and British advisers responsible to myself. An elective Administrative Council, presided over by the senior British Adviser, controlled local affairs, subject to the confirmation of its decision by the High Commissioner, and the preservation of law and order was entrusted to Kurdish Levies under British officers, forming part of the Levy Force of the 'Iraq and administered by the British General Staff. Sulaimani benefited largely from the organization of the central administrative, the services of the British officials in the technical departments of the 'Iraq Ministries being as much at the disposal of the Kurdish Division as of the 'Iraq. The budget of the province was self-contained, while the excise on tobacco exported into and consumed in the 'Iraq was collected by the 'Iraq Government.

Disturbances in Sulaimani.

Under these conditions the internal administration of the province had run with remarkable smoothness; but lawless Kurdish chiefs from across the frontier were a not infrequent source of disturbance. Their activities were never unconnected with Turkish intrigue. Thus it was that, in the winter of

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1921–22, we had been forced to meet in arms the Auraman chiefs instigated by Mahmud Khan Dizli, a Persian subject. It was not till towards the end of May that terms were arranged with Mahmud Khan, but one of the lesser insurgents within the frontier remained to be dealt with and was finally subdued by a combined attack of Levies and Air Force on his stronghold of Bani Banok near Halabja. It was during this operation that the Levies had the misfortune to lose Lieutenant M. Mott.

Shaikh Mahmud.

During the early spring of 1922 there was increasing evidence of a desire for the solution of the Kurdish question in a sense satisfactory to nationalist sentiment centred on a demand for the return of Shaikh Mahmud, the head of the Barzinja family, or Shaikhan, as they are popularly known. Shaikh Mahmud had led the rising of 1919, after the suppression of which he and his brother, Shaikh Qadir, had been interned in India, but in the preceding autumn he had been allowed to reside at Kuwait and Shaikh Qadir to return to Baghdad. Shaikh Mahmud's grandfather who had a reputation as a holy man is buried in Sulaimani town; his mantle has fallen upon his descendants whose religious influence in the neighbourhood is considerable. The movement in favour of Shaikh Mahmud began among his own relations and was swelled by the adhesion of every malcontent who resented the obligation of decent citizenship which had been imposed by a Government conducted under British supervision. Opinion was, however, by no means unanimous. The Jaf Begzadah, in the southern Qadha of the Division, entertain a hereditary jealousy of the Shaikhan and viewed the possibility of Shaikh Mahmud's reinstatement with grave misgivings; the Pizhder in the north were divided, one half under Babakr Agha being strongly anti-Shaikh Mahmud, while the other under Babakr's rival, 'Abbas Mahmud Agha, inevitably took the opposite side.

Turkish Propaganda.

Turkish propaganda fanned the flame of unrest. On 17th March, 1922, the Angora Government conferred upon one of their agents, a certain Ramzi Beg, the title and office of Qaimmaqam of Rawanduz and despatched him to the district. On his arrival towards the end of May, he embarked immediately on an intensive campaign among the tribes, coupled with assurances of the imminent arrival of large Turkish reinforcements with the help of which Sulaimani, Kirkuk, and Arbil were to be wrested from the British. He was followed in the middle of June by a certain Colonel 'Ali Shafiq Beg, popularly known as "Euz Demir" (Iron Shoulder), a Circassian of Egyptian origin who had thrown in his lot with the Kemalists in 1919, and, as a military adventurer, was to play the leading part in the agitations on this frontier. He gave out that his mission was the reconquest of the whole of the Mosul Wilayat.

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Revolt of Karim Fattah Beg.

Towards the end of May Turkish encitement to lawlessness bore fruit. On some personal dispute the chief of the Jabberi Kurds in the vicinity of Chemchemal attacked and wounded the local Mudir and proceeded to call out the tribesmen. His defiance of Government gave the signal to the lawless elements of the Hamawand, the most important tribe of the Chemchemal Qadha where they had been a constant source of disturbance under Turkish rule. This faction was led by a certain Karim Fattah Beg who had joined Shaikh Mahmud in the rebellion in 1919. After the despatch of threatening letters to the Assistant Political Officer, Captain Bond, he made a semblance of desiring to come to terms and invited Captain Bond together with Captain Makant, who was in command of Levies, to meet him in conference at a village near the Bazian pass on 18th June. The two officers, though warned by friendly chiefs that treachery was intended, considered it their duty to refuse no opportunity for peaceful settlement and accepted the invitation. Their suspicions were disarmed by the cordial greeting given them by Karim Fattah Beg, and his followers shot them in the back while they rode by his side. Thereupon the Hamawand chief joined the Jabbari, Saiyid Muhammad, in armed insurrection.

The death of Captain Bond and Captain Makant was a heavy loss to the administration. Both were gallant and capable officers with a wide knowledge of local conditions. Captain Bond had earned trust and affection in Chemchemal; his name lived after him and inspired many of the Hamawand chiefs to loyal service during the difficult months which followed, while the Kurdish Levies were eager to avenge the murder of Captain Makant.

For over a month the Levies, with the co-operation of the Air Force, chased the offenders through the rocky hills of Kurdistan, a terrain which gave the fugitives every possible advantage. At the end of July, 1922, Karim Fattah Beg was reported to have gone north to seek refuge with the Turks; the Levies in pursuit crossed the Zab into the Pizhder district of Rania where they found Babakr Agha hard pressed by the hostile sections of his tribe who had retired across the Persian frontier and were being urged by the Turks to attack him. The presence of the Levies enabled him to re-establish the balance and the position was further guaranteed by the action of Isma'il Agha, generally known as Simko, a leader of the Shikak tribe, whose headquarters are in the neighbourhood of Lake Urumiyah. The latter, aided by Saiyid Taha of Neri, at this juncture sent envoys to the Persian Kurdish leaders on the border warning them not to abet rebellion in Sulaimani.

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Retirement from Rania.

It was imperative that the Levy Column, exhausted by continuous exertions during the torrid heat of summer, should be allowed a period during which to rest and refit. The column was accordingly brought back to Sulaimani town on 9th August. Not this retirement alone, but a combination of circumstances led to an immediate deterioration in the situation. The advent of Karim Fattah Beg gave the Kemalists additional reason to hope for tribal co-operation. Small parties of Turks moved south towards the Rania border where they were joined by the hostile Pizhder, and though Indian troops from Arbil reached Rania on 21st August and were supplemented by such Levies as were available, they were powerless to stop the growing volume of the tribal slide, induced by fantastic reports of the coming of Turkish reinforcements. The British column retired from Rania on 1st September.

Evacuation of Sulaimani.

The northern flank being thus exposed, I could not risk the lives of British officials and other non-Moslem employees in Sulaimani and they were evacuated by air on 5th September. The R.A.F. met the necessity with its usual versatility and with complete success; 67 persons, including all Assyrian Levies in the town, were conveyed to Kirkuk within the day without difficulty or mishap. Before leaving, the Political Officer, Major Goldsmith, entrusted the administration to the elective council. Shaikh Qadir, younger brother of Shaikh Mahmud, had been permitted to return from Baghdad some days previously; he was co-opted President, and the Shaikhan were informed that, in view of their complete abstention from participation in the recent hostilities against Government, Shaikh Mahmud was being allowed to proceed from Kuwait to Baghdad where the future organization of the Division would be discussed. Meantime the administration had at its disposal 200 Kurdish Levies and the balance of revenue in the treasury with which to carry on Government.

The withdrawal to the Arbil–Kirkuk–Kifri line gave immediate encouragement to the enemy. A Turkish reconnaissance appeared on the Lower Zab, threatening to cut the lines of communication by means of tribal raids; Keui Sanjaq was occupied by a diminutive body of Turks and Ramzi Beg installed as Qaimmaqam, while preparations were set on foot for an attack on 'Aqrah. But within a month the situation had been restored by rapid and effective action on the part of the R.A.F. and the Levies, and when, on 23rd September, Amadiyah, on the northern frontier, was raided by hostile tribesmen from Barzan, the Assyrians and local Kurdish tribes assembled at the call of the Qaimmaqam and drove back the attackers. In the following month a column of Assyrian irregulars, supported by

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Levies, avenged the raid by a triumphant march through Barzan territories, and Amadiyah with its dependent valleys, recently reoccupied under our auspices by Christian cultivators, was placed out of danger.

Installation of Shaikh Mahmud and his intrigues with the Turks.

Shaikh Mahmud arrived in Baghdad on 12th September, 1922, and expressed his complete willingness to adhere to the policy of His Britannic Majesty's Government. He was given fun assurance that in rallying Kurdish national sentiment he would have every possible assistance both from the British and 'Iraq Governments, and King Faisal permitted several Kurdish officers from the 'Iraq Army to be seconded for service with him in Sulaimani in order to help him in the organization of his Levy forces. He reached Sulaimani town on 30th September, accompanied, at his own request, by Major Noel as my representative, but before a month was out he was in close correspondence with the Kemalists. The course of these negotiations was revealed by the fortunate capture some months later of Euz Demir's despatches addressed to the Turkish headquarters at Jazirat ibn 'Umar. They display a singular picture of oriental duplicity and intrigue. Euz Demir, while addressing Shaikh Mahmud in flattering terms, was under no delusion as to the instability of his Kurdish allies. He evaded every request to make a pronouncement in favour of Kurdish autonomy, and in writing to a Turkish committee formed in Kirkuk he gave frequent assurances that his Government had no intention of favouring the pretensions of Shaikh Mahmud. He was in fact using him merely as a pawn in the game, the object of which was to recapture the Mosul Wilayat with or against the wishes of the inhabitants.

His Pretensions.

Shaikh Mahmud, though on his side uneasily conscious that he was little likely to gain permanent advantage from the Turks, must have believed that he could successfully play them against the British, and, while sending fervent assurances of devotion to Euz Demir, redoubled his demands on us. In October he assumed the title of Hukumdar of Kurdistan; in November he was signing himself as King. The Kurdistan over which he claimed authority was no less than all Kurdish areas within the 'Iraq, irrespective of the fact that neither Arbil nor Kirkuk nor the Kurdish Qadhas in Mosul Division had expressed any desire for his rule. He was, however, enheartened by the adherence of the Kurdish tribes round Kifri, in the Kirkuk Division, who saw joyful evidence in Sulaimani that the reign of King Mahmud would be attended by the complete absence of any restrictions on their individual liberty, including such obligations as the payment of taxes and the necessity of accounting to

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judicial authority for lawless actions. But nothing is more certain or has been given more definite expression than that Arbil and Kirkuk, with their intelligent and well-educated citizens, would not contemplate the possibility of becoming the fief of a rude tribesman or the appanage of a remote and backward village like Sulaimani.

Saiyid Taha's co-operation with His Majesty's Government.

The complex of Kurdish politics became more involved by the appearance towards the end of October of Simko and Saiyid Taha of Neri in the Arbil Liwa, whither they sought refuge. The position of Simko as a fugitive Persian subject was at first somewhat anomalous, but in December he was granted unconditional pardon by the Governor of Sauj Bulaq on behalf of the Persian Government, to whom he replied with expressions of loyalty, adding that the British authorities had urged on him the desirability of making his peace with his own Government. Saiyid Taha, a Turkish subject with property within the limits of the 'Iraq, in the neighbourhood of Rawanduz, was differently situated; his quarrel was with the Kemalists who were engaged in active hostilities on the 'Iraq frontiers, and he expressed his intention of rallying the tribes with whom he had influence against them. King Faisal was willing to see his services employed and a small column composed of Kurds who had enlisted in the 'Iraq Army was placed at his disposition. He might well have accomplished his design if exceptionally heavy rains had not prohibited all military activity; as it was, the rumour of his intended movement had a marked effect on the immediate situation. It completed the work of the R.A.F. in forcing the Turks to evacuate Rania and withdraw further north, thus leaving Babakr Agha once more in friendly control of the Pizhder, and it offered hope to the moderate party in Sulaimani who viewed with alarm Shaikh Mahmud's intrigues with the Kemalists and had been alienated from him by the tyrannous misrule which he had instituted. Many of the most influential of the Shaikhan, who a few months earlier had pressed for his return, now recognized the insensate character of his ambitions and had been convinced by experience that he was incapable of directing the government of the province. With an elaborate façade of Cabinet Ministers and an advisory Council, packed with wild tribal chiefs from both sides of the border, no administration was achieved; no taxes were collected and no executive orders issued. It was, perhaps, not without significance that the Ministry of Justice remained unfilled. Nevertheless, when, in November, a delegation from Sulaimani came at my instance to Baghdad, to seek for a reasonable basis for negotiation, they did no more than reiterate Shaikh Mahmud's exaggerated claims, and no head-way could therefore be made.

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New aspect of the Kurdish Question.

Meanwhile, with the progress of negotiations at Lausanne, the whole aspect of the Kurdish question had undergone change. With the disappearance of the idea of an autonomous Kurdistan, the position of the Kurdish provinces in the 'Iraq had radically altered, inasmuch as there was now no prospect of the creation in Turkey of a Kurdish State to which they might subsequently transfer their allegiance. The Kemalist representatives pressed for their inclusion in the Ottoman Empire on the ground that they were non-Arab; the 'Iraq Government countered by replying with equal justice that they were non-Turk, and added thereto the cogent argument that economically and strategically these areas were too closely welded with the 'Iraq to suffer amputation. A certain proportion of the population had already sworn allegiance to King Faisal, and their reception of the Amir Zaid has offered every indication that the oath will be adhered to. It remained, therefore, to find some *modus vivendi* which should enable the Arabs and the Kurds of 'Iraq to live together in peace under the same crown with due regard to the national sentiments of either race. King Faisal's attitude was helpful. Himself too far-seeing a nationalist not to recognize and respect the sentiment in others, he was ready to extend to the Kurdish provinces within the 'Iraq a full measure of local autonomy. It was for the Kurds themselves to determine in what manner it should be exercised, and on this head no consensus of opinion had yet been formed.

Pronouncement on the part of the British and 'Iraq Governments.

The moment seemed ripe for a definite pronouncement on the part of the British and 'Iraq Governments which should curb Shaikh Mahmud's ambitions and at the same time give assurance to the moderate party that their legitimate aspirations would not be neglected. Accordingly, towards the end of December, the following declaration was communicated, with the consent of King Faisal and his Cabinet :—

> " His Britannic Majesty's Government and the Government of the 'Iraq recognize the rights of the Kurds living within the boundaries of the 'Iraq to set up a Kurdish Government within these boundaries, and hope that the different Kurdish elements will, as soon as possible, arrive at an agreement between themselves as to the form which they wish that Government should take, and the boundaries within which they wish it to extend, and will send responsible delegates to Baghdad to discuss their economic and political relations with His Britannic Majesty's Government, and the Government of the 'Iraq."

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Preparations of Shaikh Mahmud and the Kemalists for an attack on 'Iraq.

But the drama of Shaikh Mahmud's destinies was to follow its fantastic course. He had discovered means to replenish his depleted treasures by the collection of tobacco dues in Sulaimani. The merchants found themselves obliged to cut their loss and submit to the double duty thus imposed, but the Jaf refused to pay regie dues at Sulaimani, and stated their intention of exporting their tobacco direct to Khanaqin. With a lump sum of about a lakh and a half in hand, Shaikh Mahmud, who had been forced by the moderate party into an attitude somewhat more amenable, once again stiffened. He went back on his undertaking to come in person to a conference at Kirkuk, and the two delegates whom he despatched on 19th January showed a temper so impracticable that they were bidden to return to Sulaimani with the intimation that negotiations could be based only on the terms of the recent proclamation.

The situation developed rapidly. Turkish officers visited Sulaimani town at the end of January, 1923, a definite programme for the tribal attack on Kirkuk was formulated, communications were established with the Persian 'ulama of the holy towns, and the small but influential Turkish committee in Kirkuk were active in preparations for rebellion. Tribal material is dangerously inflammable, and Sir Henry Dobbs, who was acting for me during my absence in London, decided on immediate action. The estrangement of a large part of the Hamawand, Pizhder, and Jaf Beg Zadah, two of whom had been placed under arrest by Shaikh Mahmud, together with that of influential members of the Shaikhan family gave material for countering the intrigue.

Ultimatum to Shaikh Mahmud.

Shaikh Mahmud was informed that he must come to Baghdad under guarantee of personal safety. Not only did he fail to comply, but trustworthy information indicated that his preparations for an offensive were advancing in spite of considerable local opposition. Accordingly, on 24th February, a proclamation was broadcasted by air announcing that Shaikh Mahmud had not carried out the conditions on which he had been allowed to return to Sulaimani, that his government was, therefore, suspended, and that he and the members of the Executive Council were required to present themselves in Baghdad, after handing over their duties to responsible persons who would undertake the preservation of order. Shaikh Mahmud endeavoured to gain time by hinting that he had resolved on resignation, but simultaneously despatched a small column of Levies to Chemchemal with the intention of threatening Kirkuk. He was bidden to clear out of Sulaimani town by 1st March, and the inhabitants were warned that unless he did so action would be taken. The

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order was neglected and in the morning of 3rd March the Government buildings in Sulaimani were attacked by air. On the same day, a deputation headed by Shaikh Qadir, Shaikh Mahmud's brother, reached Kirkuk, and on hearing of what had occurred telegraphed to Shaikh Mahmud urging him to leave the town. This he did in the early hours of 4th March, taking with him what ready money remained in the treasury and accompanied by some 200 Levies, including those who had been sent to Chemchemal. He retired into the mountainous region of Surdash, north of Sulaimani town, and was there visited by Euz Demir, who would appear to have urged him to endeavour to recapture Sulaimani. His followers concentrated early in March in the vicinity of the town, but their activities have been checked by aerial raids. Without material assistance from outside, which at present is not likely to be forthcoming, it is improbable that Shaikh Mahmud will make any progress, and he is already believed to be arranging for a possible flight into Persian territory, where he is, however, little likely to be welcome.

Situation in Sulaimani.

The period under report closes with no definite settlement in Sulaimani. A natural tendency towards disruption among its very loosely co-ordinated Qadhas has received further impetus from the unprofitable results of union under Shaikh Mahmud. The Jaf Beg Zadah, in general hostile to the Shaikhan, have intimated a desire to be detached from the remainder of the province, and at the end of March the sheep tax was being collected from the Nomad section of the Jaf tribe through employees of the 'Iraq Government under the auspices of a British officer stationed at Kifri. It is not without significance that the deputation headed by Shaikh Quadir, though composed of men who were or had been directly under the influence of Shaikh Mahmud, were prepared, failing the resumption of direct British control, to contemplate an autonomous State, the relations of which with the 'Iraq should be settled at a conference to be composed of representatives of the 'Iraq Government, the Kurds, and of His Majesty's Government. The solution to be aimed at would be one in conformity with the pronouncement issued by the British and 'Iraq Governments in December, but as yet the Division shares, with the rest of Mosul Wilayat, the uncertainty as to its failure resulting from Turkish claims. Until that fundamental question is determined no permanent settlement is likely to take place.

Measures taken to check Kemalist Propaganda.

It remains to be added that the peril to life and property in prosperous and civilized districts, a peril revealed by the plans for invasion on the part of Shaikh Mahmud and the local Kemalist leaders, was fully appreciated by Sir Henry Dobbs

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and Sir John Salmond. It was decided by them immediately before my return that Turkish bands, working on the greed of savage tribesmen, could not be permitted to endanger the safety of such towns as Kirkuk and Arbil, and measures are now in progress to check hostile propaganda and pacify such areas on the frontier as were successfully administered by the Government of Occupation.

In the north, immediate anxiety as to a Turkish offensive is suspended. The trans-border tribes have suffered from the military exactions imposed upon them and have evaded, where they have not resisted, the pressure of the Kemalists.

Position of the Assyrians.

In the northern area, the 'Iraq has the opportunity of gaining a staunch ally by generous consideration for national sentiment. The vigorous Assyrian people, reduced and wasted by their sufferings during the war, have reoccupied their mountain villages, in the full belief that the British Government will find some means of saving them from the annihilation which they are convinced would result from their reinclusion in the Turkish empire. In defending their lives and homes they form a bulwark to the 'Iraq; it is for Arab statesmen to succeed, where the Turks never succeeded, in welding on a basis of common interests diverse creeds and races into a loyal and united kingdom.

3. Development of Oil Resources.

An important question which remains for decision is that connected with the position of the Anglo-Persian Oil Company in what are known as the Transferred Territories, i.e., the areas formerly included in Persia which were transferred to the Ottoman Empire by the Boundary Commission of 1914. In the original concession obtained from the Persian Government by the D'Arcy Exploration Company these territories were included, and in June I suggested to the Council of State that the 'Iraq Government should recognize in principle the position of the Company in the said Transferred Territories on the basis of the D'Arcy Concession and that both parties should thereupon enter into negotiations with a view to arriving at a working arrangement.

A Committee of Ministers was formed in July, 1922, to study the question, and they drew up a report, the main purport of which was that, as the finding of the Turco-Persian Boundary Commission had never in fact been ratified, it was open to the 'Iraq Government to consider the grant of a Concession in the so-called Transferred Territories independently of the existence of the main Persian Concession, and, further, that the conclusion of an entirely separate agreement would have many practical advantages to the 'Iraq State. The report was accompanied by a draft Concession, the main features of which were

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(*a*) a decision to treat the Diyala Refinery as outside the scope of the Concession proper, though the expediency of granting facilities in respect of it was recognized; (*b*) insistence on the right of the 'Iraq Government to have a voice in the fixation of the price of oil, etc., produced under the Concession; and (*c*) the raising of the royalty from 16 per cent. (the rate fixed in the Persian Concession) to 20 per cent. on the ground that in Persia the Company had to buy protection at the hands of the Bakhtiari Khans at the price of a further percentage, while in 'Iraq the Government would afford the necessary security.

The Council of State adopted the report, and resolved to forward it to the High Commissioner for transmission to the Secretary of State, with the request that an agreement on the lines indicated might be prepared at home between the Colonial Office and the Company. The result of the consequent discussions in London has been communicated to the High Commissioner within the last few days, and it is hoped that a settlement of the question will shortly be in sight.

The question of the Concession acquired by the Turkish Petroleum Company from the Ottoman Government before the war, for the exploitation of the oil-bearing regions in the Mosul and Baghdad vilayets, is also likely in the near future to come up for the consideration of the 'Iraq Government. In this connection, during the course of negotiations at Lausanne, a claim was put forward by the Sultan's heirs on the ground that Qaiyarah formed part of the Imperial estates, or Sanniyah, but, as by the Turkish Constitution of 1908 these properties were transferred to the State, this pretension aroused in the 'Iraq little but derision.

The wells at Qaiyarah have been worked to a limited extent by the British Military Authorities, solely as a work of military urgency, for the purpose of supplying fuel for military transport. When, on 1st April, 1923, the 'Iraq Government temporarily took over the railways at the request of His Majesty's Government, full liberty to work the wells was one of the conditions contemplated by the Council of State. Pending the settlement of peace with Turkey, this question, like so many others, hangs in suspense.

4. Relations with Syria.

Protection of Trade Routes.

The measures inaugurated by the Syrian Government in the latter part of 1921 and continued throughout the following year, to extend and consolidate its authority in the Dair al Zor neighbourhood, facilitated the reopening of the caravan routes between 'Iraq and Syria and the revival, to some extent, of the trade between the two countries which had virtually ceased during the

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war. It was apparent that effective measures to this end could only be carried out by co-operation between the Governments of 'Iraq and Syria, and I had already, with the approval of His Majesty's Government, addressed His Excellency, the High Commissioner for Syria, in September, 1921, on the subject. One of the chief hindrances to the reopening of the trade routes has been the levy of exorbitant tolls by the Beduin shaikhs whose areas are traversed by the routes in question. The right of the Beduin to levy tolls on passing caravans is based on a custom which has existed from time immemorial. During and immediately subsequent to the war, however, when Government control over the Beduin was practically non-existent, there was no check on the scale of tolls thus levied, and the extortions of the shaikhs resulted in a general paralysis of trade. I therefore proposed to His Excellency the High Commissioner for Syria that concerted measures should be taken on either side of the frontier to control the levy of tolls by the Beduin, and suggested that a scale should be drawn up and enforced by controlling at the source the food supplies on which the Beduin were dependent, or by establishing a system of desert patrols. His Excellency, in a most friendly reply, entirely agreed in principle as to the necessity of concerted action; he doubted, however, whether it would be practicable to enforce a scale of tolls and considered that the most likely solution of the problem lay in my suggestion that a system of patrols should be established in the desert. In reply to a further letter from myself, His Excellency suggested that he should send an officer to Mosul to discuss the question with the authorities there. In the meantime the Divisional Adviser, Mosul, had initiated a friendly correspondence on the same subject with the Chief of the French Mission at Dair al Zor, in the course of which the latter suggested that caravans travelling by the road between Mosul and Dair al Zor should be accompanied by 'Iraq and Syrian escorts which should hand over charge of the caravans to each other at a point and on dates previously agreed upon. At the end of July, 1922, the French Political Officer, Captain Coux, visited Mosul, and, as a result of a conference between him, the Acting Divisional Adviser, and the Mutasarrif, an agreement was drawn up as follows: In order to suppress as far as possible the practice of toll-collecting by the Beduin, and to protect travellers, each State would provide escorts twice monthly for the protection of caravans from Mosul and Dair al Zor respectively which would arrange to meet on the 5th and 20th of each month at Badi' (about 50 miles east of the Khabur). It was further agreed that neither Government should recognize the right of any shaikh to collect tolls, except in the case of Daham al Hadi of the Shammar whom the 'Iraq Government considered it temporarily inexpedient to deprive of this right. His privilege was, however, circumscribed with the understanding that it should be removed at the first convenient opportunity and this has since been done.

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It was hoped that the concerted measures decided on at the conference at Mosul would have gone far towards settling the problem of desert tolls as far as the Mosul–Dair al Zor road was concerned. Unfortunately, through some misunderstanding, or for some reason which has yet to be explained, the Syrian escorts failed to put in an appearance to meet the 'Iraq caravan escorts at Badi' as arranged, and in October reports were received that extortionate tolls were still being levied by the tribes in the Syrian zone, accompanied by insult and injury to travellers, with the result that trade was seriously impeded. I accordingly made further representations to His Excellency the High Commissioner for Syria, who replied that he was under the impression that Syrian escorts were being furnished in accordance with the terms of the agreement; he was instructing his delegate at Aleppo to inquire into the matter and to see that an escort was sent to Badi' on 20th January. His Excellency also proposed a further conference to clear up the matter. A Syrian escort duly appeared at Badi' on 20th January, but the practice does not appear to have been continued. Advantage has, therefore, been taken of the forthcoming conference for the settlement of trans-frontier claims to include the question of the protection of the trade routes between 'Iraq and Syria in the agenda of the conference, and it is hoped that effective measures will subsequently be taken to ensure the protection, not only of the Mosul–Dair al Zor route, but of all the principal trade routes between 'Iraq and Syria.

On the Ramadi–'Anah–Albu Kamal–Dair al Zor route, security has greatly improved. Effective pressure has been brought to bear on the tribal chiefs to prevent the collection of tolls on the road itself, and only one case of highway robbery has been recorded in recent months. This route has consequently become more frequented by travellers between 'Iraq and Syria than the Mosul route.

Trans-Frontier Claims.

The section of the frontier in the neighbourhood of the Euphrates has, however, been continuously disturbed by raids between tribes on either side of the border, primarily due to a long-standing feud between the Dulaim and the 'Aqaidat, but also involving on occasion sections of the Shammar and 'Anizah tribes. As a result of these raids there is a considerable number of claims from the local inhabitants of this district and from merchants and travellers who have suffered from them in time past against tribes in the Syrian zone. These have been referred to me for settlement, and I have no doubt that His Excellency the High Commissioner for Syria has received many claims of a similar nature against tribes domiciled in 'Iraq.

As long ago as March, 1922, I addressed His Excellency on the subject of these raids and of the claims arising out of them, and stated it as my opinion that the most efficacious way of

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dealing with the question would be to summon a conference, including representatives of the tribes as well as of the Governments of Syria and 'Iraq, to investigate such claims with a view to wiping out old scores and effecting a general settlement.

His Excellency replied accepting my suggestion in principle, and undertook to prepare detailed proposals.

At the same time the Divisional Adviser met and discussed the question of trans-frontier raids with Captain Coux, who was at that time stationed at Dair al Zor, but without a settlement of outstanding claims their united efforts could only temporarily diminish the extent of the raiding and could not prevent its continuance. Finally, in November, a recrudescence of raids and counter-raids between the Dulaim and 'Aqaidat induced me to telegraph to His Excellency the High Commissioner for Syria, through His Majesty's Consul-General, Beyrout, emphasizing the urgency of dealing with the question of trans-frontier raids and claims. His Excellency at once caused telegraphic instructions to be sent to Aleppo that all possible steps should be taken to restrain the 'Aqaidat from further raiding, and on 26th December he despatched a letter containing his proposals for the conference.

I replied agreeing to the proposals in principle and suggesting certain amendments with a view to extending the scope and composition of the conference. It has now been agreed that the conference shall be held on the following basis :—

The conference shall be composed of two representatives of each of the parties thereto, viz. :—French Government, His Britannic Majesty's Government, Syrian Government, and 'Iraq Government, making eight members in all. The members have been selected with a view to representing in particular the Aleppo and Damascus States on the one hand and the Mosul and Dulaim Liwas on the other.

Two representatives from each of the frontier tribes involved shall attend the conference in a consultative capacity.

The agenda of the conference will be as follows :—

(*a*) The definition of a frontier between the 'Aqaidat and Dulaim tribes, the frontier so defined to be provisional pending the final delimitation of the boundary by the Boundary Commission provided for in Article 3 of the Franco-British Convention of December, 1920, it being understood that the *status quo* shall be maintained on the Sinjar section of the frontier (*see* next paragraph).

(*b*) Discussion and recommendation of such measures as may be considered necessary to ensure the security of the principal trade routes between 'Iraq and Syria.

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(*c*) Settlement of the existing differences between the Dulaim and 'Aqaidat tribes with a view to arriving at a permanent state of peace between them.

(*d*) Settlement as far as possible of all claims arising out of trans-frontier tribal raids.

(*e*) Discussion and recommendation of measures for the prevention of trans-frontier tribal raids whether by taking guarantees from the tribal chiefs or by other means.

(*f*) General examination of the claims of individual merchants or travellers against trans-frontier tribes and institution of such procedure as shall seem most appropriate for dealing with such claims.

The conference will meet at Al Qaim (on the Euphrates, some five miles S.E. of Albu Kamal) at an early date.

The Frontier Question.

With the extension of the control of the Syrian administration eastwards to the Khabur, the question of the precise location of the Syro-'Iraq frontier, hitherto one of academic interest only, is becoming a matter of practical and lively importance. The instrument by which the frontier is at present defined is the Franco-British Convention of December, 1920. Article 1 of the Convention defines the boundary between the territories under the French mandate of Syria and the British mandate of 'Iraq respectively as follows :—

> " On the east, the Tigris from Jazirat ibn 'Umar to the boundaries of the former vilayets of Diyarbakr and Mosul.
>
> " On the south-east and south, the aforesaid boundary of the former vilayets southwards as far as Rumailan Keui; thence a line leaving in the territory under the French mandate the entire basin of the western Khabur and passing in a straight line towards the Euphrates which it crosses at Abu Kamal, thence a straight line to Imtar to the south of Jebel Druze . . . ."

Article 2 of the Convention provides for the establishment of a Boundary Commission which would trace on the spot the boundary laid down in Article 1.

For various reasons no Boundary Commission has yet been appointed, and consequently the frontier has not been definitely delimitated. Article 1 of the Convention can only have been intended to give a rough indication of the position of the frontier, as a frontier drawn in strict accordance with the definition given would involve two obvious anomalies. In the first place, it would cut through the middle of the Jabal Sinjar and thus produce an unnatural and quite unworkable division of control over the

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Sinjar tribes; secondly, if the definition were literally interpreted, the frontier would pass through the centre of Abu Kamal, leaving the eastern half of the town to 'Iraq and the western half to Syria.

In practice, the definition of the frontier contained in Article 1 of the Convention has never been literally interpreted. As regards the Abu Kamal section, a frontier agreement concluded in May, 1920, with the Arab Government, then existing at Damascus, has continued to be operative for practical purposes, although theoretically superseded by the Convention. By this agreement a boundary was drawn in the riverain—and only inhabited—district between the tribes of Syria and 'Iraq, leaving the whole of Abu Kamal and a stretch of territory to the east of the town some five miles in extent to the former. Some small uncertainty as to the precise location of this boundary and the limits of the Dulaim and 'Aqaidat tribes which has recently arisen is to be discussed by the conference for the settlement of trans-frontier claims.

Further north, in the Sinjar area, where the country is desert and the boundary consequently of little importance, the position has never been clearly defined, except in so far as the 'Iraq administration has retained political control over the whole of the Sinjar tribal confederation.

This arrangement had worked satisfactorily in the past and there seemed no reason why any change should be made pending the appointment of a Boundary Commission. The extension of the Syrian administration's control to the Khabur region, however, though greatly to be welcomed from the point of view of the general security of the frontier districts, caused me some apprehension lest misunderstandings might arise between local Syrian and 'Iraq officials, owing to the indeterminate nature of this section of the frontier. On receiving reports in the course of the summer that Syrian patrols were penetrating into the territory east of the Khabur, I drew the attention of the 'Iraq Government to the danger of friction arising for the reasons above mentioned, and in particular advised the withdrawal of an 'Iraq Police Post which had been established at Khatuniyah (some 25 miles east of the Khabur). It so happened that some weeks after the withdrawal of the post I received a friendly letter from His Excellency the High Commissioner for Syria, dated 29th October, asking that the post in question might be withdrawn as it was several miles west of the frontier laid down in the Franco-British Convention. I considered that this offered a suitable opportunity of clearing up the question, and having obtained the consent of His Majesty's Government, I addressed His Excellency the High Commissioner for Syria, explaining the whole position as regards the Sinjar and Abu Kamal section of the frontier, and suggesting that we should agree to the maintenance of the *status quo* in both sectors pending the appointment

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of a Boundary Commission. I further proposed that, to avoid any possibility of misunderstanding, representatives from both sides should meet and provisionally define the limits of administrative responsibility of the two Governments on the basis of the *status quo*, i.e., leaving the Jabal Sinjar to 'Iraq and Abu Kamal and its adjacent territory to Syria. As negotiations were in progress for the convening of a conference for the settlement of trans-frontier claims, I suggested that the frontier question could conveniently be discussed by the conference when it met. His Excellency has replied stating that he did not intend to raise the question of the Sinjar section of the boundary and that as he had received no instructions in the matter from his Government he must request that the conference should confine itself to defining the Dulaim–'Aqaidat boundary in the Abu Kamal neighbourhood. He has, however, accepted my suggestion that in the meantime nothing should be done which might prejudice the maintenance of the *status quo* in the Sinjar area and that a provision to this effect should be included in the boundary agreement to be drawn up by the conference.

Trade.

In January of this year, a report was received from the Qaimmaqam at 'Anah to the effect that the export of grain and timber from Syria to 'Iraq had been prohibited by the Syrian authorities. On referring the matter to the Mutasarrif of Dair al Zor, the Mutasarrif of Ramadi was informed that the embargo had been imposed by order of the High Commissioner and could not be removed without fresh instructions. I have, therefore, addressed His Excellency on the subject, pointing out that irrigation in the 'Anah district is carried out by water-wheels in the construction of which wood imported from Syria plays an important part and that the embargo if prolonged may have a serious effect on cultivation in this area and hinder the revival of trade which it is in the interests of both states to promote.

Although there has been an increase in trade during the year, it has not yet attained to anything like its pre-war proportions. The uncertainty of the political situation in the Mosul Liwa, combined with the difficulty of ensuring the security of the roads, has had a paralysing influence on commercial activity. During the past eight months the customs collected at 'Anah on the Ramadi route have averaged Rs. 1,500 per mensem. It is expected that this amount will increase during the coming year, but it is a question worthy of consideration whether it may not be advisable for the encouragement of trade to approach the Syrian authorities with a view to procuring the mutual abolition of tariffs on the Syrio–'Iraq frontier.

Relations between Local Officials.

I have already alluded to the correspondence which has passed between myself and His Excellency, the High Commissioner for Syria, in connection with various questions affecting the mutual

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interests of Syria and 'Iraq, and I have derived considerable encouragement from His Excellency's friendly and helpful co-operation in the discussion of these matters. I would also draw attention to the cordiality which has marked the relations between French and British officials in the frontier zones. Meetings and informal discussions between them have become increasingly frequent of late and cannot but be of the greatest value in finding satisfactory solutions of minor frontier problems as they arise. Finally, it is satisfactory to note that these friendly relations extend to the local 'Iraq and Syrian officials, who have adopted the practice of dealing with routine matters of mutual interest, such as the arrest and surrender of absconders, the recovery of stolen property, etc., by direct correspondence. I have every reason to hope that the forthcoming conference for the settlement of trans-frontier claims, apart from the other objects which it is designed to achieve, will materially assist in cementing the friendly relations already existing between local officials in the frontier districts.

5. Arms Traffic.

From Syria.

During the year the smuggling of rifles and ammunition into 'Iraq by caravans from Syria has been reduced to negligible proportions. This result may be due to the closer supervision exercised by the French authorities, while a reduction in the price paid for rifles on the Euphrates may have caused the traders in arms to turn their energies in more profitable directions. A certain recrudescence of arms smuggling from this quarter was reported in September, but recent investigations tend to show that the traffic has now virtually ceased.

From Central Arabia.

In the lower Euphrates districts the traffic in arms continued to be active throughout the summer of 1922. The prevention of this traffic has presented a problem of great difficulty; traders and purchasers are spread over a large area, and effective measures for its suppression would require a police force considerably larger than that available. All possible steps to reduce the traffic by bringing pressure to bear on the leading tribal Shaikhs whose areas are affected, have been taken with, it is hoped, some effect. The bulk of the rifles imported into this district appear to come from Najd, while some are reported to come from Syria and some from Kuwait. With regard to the last named, the Shaikh of Kuwait has continued to co-operate actively in the suppression of gun-running; he employs special agents for the purpose, and has on more than one occasion seized consignments of rifles and meted out drastic punishment to the smugglers. It appears, however, that in spite of his vigilance a certain amount of smuggling continues.

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An important centre in the Suq neighbourhood for the distribution of rifles, which flourished with impunity during the year 1922, when the Government's control was weak in that area, was effectively broken up by the 'Iraq Police in January of this year.

From Persia.

It was reported in October last that small parties of tribesmen from the 'Amarah Liwa were in the habit of visiting Ahwaz and purchasing rifles, which were obtainable there in large quantities; these they smuggled to their homes across the frontier. The number of rifles imported in this way, however, is probably inconsiderable, and no further reports on the subject have been received.

In the Persian Gulf.

Rifles continue to be smuggled in small quantities from Kuwait, chiefly by sea to Dilwar and other small ports on the Persian coast, but the Shaikh of Kuwait, as has already been noted, is making every effort to suppress the traffic and is meeting with considerable success in doing so.

6. The Assyrian Refugees.

The winter of 1921-22 found all the Barwari Bala people back in their own homes. Part of the Upper and Lower Tiyari had also returned to their homes and remained there for the winter, but a considerable number came back to the Supna and other villages to spend the winter. The rest had remained in their settlements along the Dohuk–Amadiyah road. The remainder of the refugees had been settled on the Zakho–Dohuk–Mosul plain and on the Khazir river in the 'Aqrah district.

In the early summer, as soon as the snow had melted sufficiently, Malik Isma'il, who had been living at Mar Yako, near Dohuk, and Shino of Kora Gavan collected their followers and returned to Upper Tiyari. Malik Shemsdin (Lower Tiyari) with the Salabekka people also returned to the valley of that name east of the Zab. The Tkhuma (Malik Loka) then returned to their country east of Salabekka. Baz and Jelu were held up by the non-arrival of their rifles. As soon as these arrived Mar Sergis and Malik Mirza proceeded, with their armed men only, to reconnoitre their deserted homes.

In this object they were unsuccessful on account of the action of Situ Agha of Oramar who mobilised his followers and sent his flocks away out of range to the Gawar plain. It is possible that he only acted out of distrust and fear of aggression, but the Jelu and Baz leaders, having had instructions to make peaceful agreements with their Moslem neighbours and not to come to blows with them, decided to return. They brought back with them Noruz

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Agha and Muhammad Agha with about 50 Oramaris who had quarrelled with Situ. The cause of the quarrel appears to have been over some crops they had sown on the Jelu lands and which Situ wanted to seize. Noruz thereupon offered to halve them with Mar Sergis if he would assist him against Situ. It is possible that if their leaders had shown more tact the Jelu and Baz might have come to terms with Situ.

On their return journey they reached Amadiyah when the town was being attacked by the Zibar and were largely instrumental in repelling the raid.

To enable these two tribes to return to their homes this spring, political persuasion or pressure will probably have to be brought to bear on Situ. The Jelu have little stomach for fighting being few in numbers. The majority of them retired to Russia when the Russian forces withdrew.

The following is an approximate return of Assyrians repatriated to their original homes :—

Upper Tiyari	...	...	...	131 houses.
Lower Tiyari	...	...	...	570 houses.
Tkhuma ...	...	...	...	101 houses.
Barwari Bala	...	...	...	212 houses.

A very large number have joined the Levies.

The bulk of the Tiyari and Tkhuma have stayed in their newly repaired villages for the winter and may now be considered settled and self-supporting. Though few in number they have cultivated practically all their available fields. In their narrow mountain valleys and gorges arable land is scarce, the fields are all built up on terraces and require careful attention. The Baz are industrious builders and artisans, and find no difficulty in getting employment. Those of them settled between Zakho and Dohuk are cultivating well. Many of the Jelu have an aptitude for urban life, and have found employment in Mosul, Baghdad, etc. The Shemsdinan, Gawar and other elements settled on the Zakho–Dohuk–Mosul plain do little work and find their surroundings uncongenial. They refused Government's offer of the Barwari Zair villages in the spring, one of the reasons being that many of these people received considerable grants. Having thus become capitalists they preferred to lend out their money to Moslems at exorbitant interest rather than invest it in plough, oxen, etc. But as most of the debtors refused to pay either interest or principal much of the money has been lost. At a rough estimate the total loss cannot be less than £2,000.

The Tiyari, on the other hand, mostly invested their money in mules.

The fall of Simko and the arrival of Saiyid Taha in 'Iraq raised the hopes of the Shemsdinan that they might be able to return home. Before the war they were practically in a state

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of slavery to the Shaikhs of Neri and naturally they have no wish to return except on terms of independence. Their return is, therefore, out of the question until Rawanduz is reoccupied. It is possible that next spring they may go to the Lewin valley.

As during last year, fever was very prevalent on the plains, but the mortality was much less. Mr. Lampard, of the Near East Relief Commission, worked very hard in combating the ravages of this disease.

Assyrian Levies.

During the winter of 1921-22 recruiting was reopened and a second battalion was soon formed, as well as a pack battery, a squadron, and machine gun detachment, when recruiting was closed. In the autumn, the military authorities decided to raise another Assyrian battalion, and recruits rapidly came forward in response. There are now approximately 2,500 Christians enlisted in the Levies. Some of these, however, are Chaldæans from the Supna and other villages, and some are old Syrians (Jacobites) from the Jabal Tur district near Midyat and Mardin.

The great majority have brought their families with them, married lines having been provided for them. Their relations with the local population are very good and the local authorities have had few, if any, complaints. Most of the chiefs or their sons have received commissions, the principal being David d'Mar Shim'un the father of the Patriarch, Malik Hormuz of the Tkhuma, Ziya son of Malik Shemsdin of Lower Tiyari, Daniel, Ya'qub and Shlimum, all sons of Malik Isma'il of Upper Tiyari, Odishu son of Malik Nathan Baz, etc.

Police.

A number of Assyrians have also enlisted in the Police forces at Amadiyah and Dohuk.

Arms.

Rifles have been issued as under :—

Upper Tiyari	358
Lower Tiyari	724
Barwari Bala	146
Tkhuma	212
Jelu	105
Baz	82
Miscellaneous	306
Total ...	1933

Ammunition :—100 rounds per rifle was issued and an extra reserve given to chiefs like Malik Isma'il, etc.

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Miscellaneous.

The Patriarchal family spent the whole year in Baibad, moving to Mosul at the beginning of winter. They find it difficult to recover their lost influence.

With the exception of the Situ incident the relations of the Assyrians with their Moslem neighbours have been very good.

7. The 'Iraq Levies.

General.

The period under review has seen the consolidation of the military organization introduced into the Force during the period September, 1921, to March, 1922.

Much had already been done, and the general organization introduced, before this period began, but the actual work of carrying the orders issued into effect and transforming irregular Levies into organized formations has been performed this year by Regimental Officers under exceptionally trying conditions.

The decision outlined in the last Report of allotting the Kurdistan Sector of the defence of the 'Iraq to the Levies is now an accomplished fact, and with the exception of one battalion at Nasiriyah, the Levies are distributed along the north-eastern frontiers from Faishkhabur on the Tigris to Khanaqin on the Diyala with their headquarters and reserves at Mosul.

For the purpose of this report the year may be divided into two parts :—

(*a*) From 1st April to the 1st October under the administration of G.H.Q., and

(*b*) from the 1st of October to the 31st March as a separate formation under the Royal Air Force.

The first period was to a certain extent from the point of view of the Levies an unsatisfactory one.

The complete elimination of the Arab element by compulsory discharge—although essential—somewhat dislocated unit organization, and many regrets at the departure—against their will—of valuable Arab officers and N.C.Os. were felt and expressed.

The reductions caused by the General Headquarters Establishments also compelled the Levies to discharge about 400 Assyrians, while the introduction of a proper system of accounts, and corresponding increase of office work, revealed the total inadequacy of the Indian clerks allowed for this duty.

Another difficulty was that during this period circumstances outside the scope of this report reduced the number of officers employed on Levy Duties at the G.H.Q. to so low a figure that little, if any, assistance could be rendered to units by the Headquarters Staff.

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Finally, in several cases the sites of the camps were extremely malarious, and units (already considerably under strength in British personnel, owing to the failure of the supply from home), were often reduced to one British officer doing duty with between seven and nine hundred men under his command.

It says a very great deal for the keenness and energy of the British Regimental Officer that, in the face of all these difficulties and of frequent moves, a completely new organization on British Army lines was established in the force. Furthermore, by the 1st of October, the regimental and battalion systems introduced by the Inspector-General in the spring of the year were in working order in all units, and sufficient subordinate commanders had been trained among the native officers and N.C.Os. to make them so.

This period was also marked by the disappearance of the Sulaimani Levy from the force. Formed originally under a different system and with a different object from the rest of the force it had been incorporated in it during the previous year. The evacuation of Sulaimani in September made its retention impossible from a political point of view, although the final disbandment was not completed until nearly the end of the year. During this first period the 1st Regiment, 4th Battalion, and Assyrian Machine Gun Platoon were continually employed on small operations in South Kurdistan in pursuit of the murderers of British officers and of certain Kurdish rebels. The Assyrian Machine Gunners were especially thanked for their good work by the General Officer Commanding on the conclusion of the operations.

The second period has been much more satisfactory. Shelter was provided for units during the winter. Mud and plaster huts for the British personnel were built (the construction of these huts had been omitted by the previous administration), and everyone settled down to winter training with a good deal more comfort than had been anticipated.

At the opening of this period considerable anxiety was felt as to the future of the Assyrian Levies; reductions in pay and the disbandment of 400 good men in the early summer—referred to above—had been factors in contributing to their almost unanimous refusal to re-engage on the conclusion of their existing contracts.

As a result, by the spring of 1923 the Assyrian units would have ceased to exist.

However, a conference of all the Assyrian Maliks was held at Dohuk, at which the Colonel-Commandant, 'Iraq Levies, presided. More favourable terms were offered and the Maliks were invited to co-operate not only in ensuring the re-enlistment of serving soldiers, but also in raising another Assyrian battalion to replace the 4th Sulaimani battalion, the disbandment of which has already been referred to. The conference closed without a decision having been reached but it was felt that a distinctly favourable impression had been created.

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However, for another month recruiting and re-enlistments hung fire until, early in December, the Patriarchal family, whose influence appears to have been much underrated in the past, threw in the whole of its weight in favour of the recruiting campaign. David d'Mar Shim'un—the father of the boy Patriarch—became an officer in the Levies, toured all units, and organized recruiting parties to go up to the Tiyari Mountains and round the Assyrian Settlements. Finally, by the end of February practically all serving Assyrians had re-enlisted and 750 recruits had been raised for a new battalion, which at the time of writing is ready to take the field.

8. The 'Iraq Railways.

Lines open to Traffic.

At the beginning of the financial year 1922–23 the mileage open to traffic was—

	Miles.
Metre Gauge :—	
Basrah–Baghdad	355·94
Ur Junction–Nasiriyah	9·12
Jabal Sanam Quarry Line	23·55
Baghdad–Tiaruq	127·28
Qaraghan–Kingerban	33·46
Baghdad–Diyala	13·25
Total Metre Gauge	562·60
Standard Gauge, 4 ft. 8½ in. :—	
Baghdad–Sharqat	185·50
Total	748·10

During the year the following changes were made :—

	Miles.
Jabal Sanam Quarry Line closed	23·55
Khanaqin Road–Tiaruq closed	27·29
Reduction on Qaraghan–Kingerban ...	0·55
Total	51·39
New Mileage :—.	
Mufraq–Hindiyah Barrage	17·25
Connection to Khanaqin city	8·63
Minor Extensions to Metre Gauge Line (B-B)	0·78
Minor Extensions to Standard Gauge Line	1·50
Total	28·16
Mean mileage open to traffic on 31st March, 1923	724·87

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In addition to the above the line from Kut to Diyala, length 91 miles, which was not open to traffic on 1st April, 1922, was dismantled during the year.

The Musaiyib–Hindiyah Barrage Line was constructed primarily to meet an urgent demand for transport of materials required for the repairs to the Barrage, but it also serves the town of Musaiyib and taps the river traffic converging on the river at the Barrage.

The connection to Khanaqin city became absolutely necessary when the condition of the section, Khanaqin Road to Tiaruq, became too dangerous for use as a public traffic line.

That section was constructed of very old materials, weak bridge spans, and on grades that were uneconomical; moreover, it was hastily constructed to meet urgent military requirements.

The closing of this section without providing connection with the city of Khanaqin and the old trade route to Persia would have left the terminus in a roadless swamp in the winter—and in an almost equally inaccessible plain in the summer, and would have entailed heavy expenditure for Police, Customs and Medical Departments, and, moreover, the inconvenience and extra cost to the merchants would have caused the diversion of almost all the traffic to the highway between Baghdad and Khanaqin.

Budget for 1922–23.

The Revenue Budget estimate of earnings and expenditure for 1922–23 marked a great reduction from that of the previous years which were :—

1920–21	earnings	Rs.2,98,38,000,	expenditure	Rs.2,98,19,864
1921–22	,,	2,50,41,838,	,,	2,79,16,461
1922–23	,,	1,76,75,000,	,,	1,87,14,248

Economies.

A very determined effort was made to make the earnings meet the expenditure. The estimates of the earnings, however, proved to be too high, the slump in trade continued, and the early months of the year proved that these estimates were too great and that the proposed train mileage was in excess of requirements for the traffic offering. Changes in conditions and in cost of living aided the revision of the estimates of expenditure. Labour previously employed by army departments became available and permitted of some substitution of imported labour by local labour. The fall in prices of imported stores also assisted. Under new conditions a reorganization of the working became possible and a centralization of departments was made, resulting in considerable reductions of expenditure. The fall in food prices and the improved supplies permitted of the rationing department being eliminated altogether. The reduction in

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numbers of imported staff made it possible to have the recruiting centre moved from Karachi to Bombay and, combined with the work done there by the Agent for the 'Iraq Government, this has proved to be satisfactory and economical.

The cost of oil fuel, which is the largest single item of expenditure, after much representation was reduced from 60*s.* per ton at 'Abadan, first to 45*s.* from 1st September, 1922, and to 40*s.* per ton from 1st February, 1923. The benefit of the latter reduction will not appear in the present year's accounts as the stocks of oil in hand were sufficient to meet requirements for February and March.

Staff.

In the course of the year considerable reductions were made in the numbers of the staff employed.

The number and classes were :—

At April, 1922. British, 503; Indian, 4,312; local, 5,688. Total, 10,503.

At March, 1923. British, 362; Indian, 1,874; local, 5,497. Total, 7,733.

A revised Budget of earnings and expenditure for the Metre Gauge was framed on the basis of experience and reductions made. This was : earnings Rs.108,00,000, expenditure Rs.108,00,000; and for the Standard Gauge : earnings Rs.20,50,000, expenditure Rs.24,00,000.

Development of Traffic.

The great changes made by reduction of army requirements completely altered the trade conditions of the country, and whereas formerly it had been impossible to meet demands for transport of public goods, it now became necessary to canvas for and adjust rates to attract traffic to the railways.

The age-old transport of the country, i.e., camel, donkey, and river, once more became available and appeared in competition on routes now served by the railways. The rates charged for such transport had soared during the period of great demand by the army, and it was some time before these rates conflicted with those charged by the railways. As this competition became more marked the necessity for steps to be taken to ensure traffic for the railways became urgent.

Tariffs and Rates.

The system of goods rates in force at the beginning of the year was that which was in force when the railways were transferred from the military and became a commercial concern, but there had been frequent amendments, extensions, and concessions, and a complete revision to meet altered and altering conditions became necessary.

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A new tariff was prepared and put into force from 1st June. This tariff has proved successful as far as basic rates are concerned, but considerable alterations became necessary, and a reprint embodying the alterations will have to be made shortly.

The development of the export of grain from the areas served by the railways was given close attention; by making rates for the transport of this very important commodity as low as possible, a very large traffic was secured to the mutual benefit of the railways and the cultivator.

The railway is comprised of three sections :—

1. Basrah–Baghdad Section, including Musaiyib Branch.
2. Baghdad–Khanaqin Section, including Kingerban and Hinaidi–Diyala Branches.
3. Baghdad–Sharqat Section.

The conditions on these sections vary.

On the Basrah–Baghdad Section there is a large traffic in oils from the A.P.O.C. depot at Muftiyah, in the Makinah area. The fuel oil requirements for railways, army and brickfields; the kerosene oil for cultivators' pump engines and for lighting; the petrol for the Air Force and the requirements for nearly the whole country are carried from Muftiyah by railways.

The imported stores for the Air Force and Army, as well as public goods, are made over to the railways at the Port of Basrah.

The passenger traffic is catered for on this section by a good service of fast passenger trains, and the pilgrim traffic from India and the country generally to the holy places of 'Iraq is specially cared for.

This section of the railway passes through the best cultivated areas of the country and carries the produce to Basrah for export. This traffic received special attention during the year under review, and export of grain, which began in August, has reached a large tonnage and still continues.

The opening of the branch line to Musaiyib and the Hindiyah Barrage has amply justified itself and enabled large quantities of stores required for the repairs of the Hindiyah Barrage to be delivered by rail at site; it also permitted a very considerable amount of river-borne traffic to be tapped at the Barrage and carried by rail to Baghdad and Basrah.

A very large traffic in "juss," the mortar of this country, is also carried from this section to Baghdad.

The Musaiyib branch of this section forms the first link in the connection by rail to Karbala which, when completed, will add greatly to the earnings of the railway and will be of immense value to the enormous pilgrim traffic, which has to make the journey now under most trying and difficult conditions.

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The Baghdad–Khanaqin Section.

This line carries the goods from the distributing centre in Baghdad to the frontiers of Persia and Kurdistan. Practically all goods entering Persia and Kurdistan from 'Iraq now pass through Baghdad, and the railway is by far the greatest agency for carrying this traffic to the frontiers. The imports from these countries, consisting of valuable commodities such as carpets, nuts, gums and tobacco, are catered for. The railway passes through the areas which produce the excellent fruit supplies for Baghdad and Basrah, and special trains are run for this traffic. Much of the road-making and building material and also of the wood fuel is brought to Baghdad by this line.

The carriage of pilgrims from the Persian frontier is a very important part of the services rendered on this section.

Baghdad–Sharqat. Standard Gauge.

This line for the most part passes through desert country but is a very important link in the route from Baghdad to Mosul. The distance between these two cities is approximately 250 miles and of this the railway covers 189 miles. The original German-built line, the section Baghdad to Samarra, is 76 miles in length and serves a very considerable pilgrim traffic.

A bi-weekly service between Baghdad and Sharqat is sufficient to meet the ordinary requirements of the army and public traffic.

A very considerable traffic in grain for export grown in the Mosul and Arbil districts has recently been developed between Sharqat and Basrah. This line, if continued to Mosul, would pass through very difficult country from a railway construction point of view; the region is also unbroken desert.

For the development of the country the present line is on the wrong side of the Tigris, but if it were relaid from Kingerban through Kirkuk and Arbil to Mosul, it would pass through well watered country which yields immense crops of grain and good building material; it would also develop a large traffic in passengers and in goods of all kinds between Mosul and Baghdad and the intervening districts, and foster the export of grain.

The development of the export of grain is the important feature of the year's working. A large portion of the exported grain was grown in the Euphrates valley, but a considerable quantity was exported from Ba'quba district, and a further quantity was brought by camels from Mosul and Arbil districts to Sharqat and thence by rail to Baghdad, where it was transshipped into metre-gauge wagons and taken to Ma'qil Port. The export of grain did not begin until July, and in the nine months ending 31st March the tonnage handled by rail was 91,549 tons, and of this quantity 68,153 tons were delivered at

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Ma'qil for export. Last year's crop was exceedingly good and although a great quantity has been exported there remains still a large proportion of the crop; competent authorities state that the export of last year's crop will continue until the new crop is ready for the market.

It is a noticeable feature that cultivation is being extended rapidly on both sides of the railway line in the Euphrates valley, and the crops now rapidly ripening give promise of yielding excellent produce.

Cotton.

The cultivation of cotton has up to date yielded very little traffic, but there are indications that a rapid development is about to take place. Railways have given every facility possible for the development of the cotton growing industry by cheap freights for cotton seed and by issuing free passes to approved persons to enable them to visit and see the working of the ginnery at Baghdad owned and worked by the British Cotton Growing Association. It will be some years before any very large exportation of cotton from 'Iraq will be possible, but when that traffic does develop the railway which traverses and serves the cotton growing areas will assist the export greatly, and will reap the advantage of favourable situation which the railways occupy.

The working results of the year show a great improvement over any previous year, and go far to prove that the future of the railways in 'Iraq is a bright one. Very much better results can be obtained by judicious capital expenditure, both for improvements which would permit of considerable economies and for development of areas by extension of the railways which would very greatly increase the returns of the main lines and would yield a handsome profit on the extension schemes.

The anticipated total revenue for the Metre Gauge Commercial System is :—

	Rs.
Expenditure for 1922–23	110,12,000
Earnings for 1922–23	113,62,000
Excess of earnings over expenditure	Rs.3,50,000

and for the Standard Gauge System—

	Rs.
Expenditure for 1922–23	20,72,000
Earnings for 1922–23	20,45,000
Excess of expenditure over earnings	Rs.27,000
Excess of earnings over expenditure on both gauges	Rs.3,23,000

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Prospects for 1923–24.

It is anticipated that there will be a considerable reduction in the amount of traffic on account of the British forces in the country, especially in the latter months of the year. The continued export of grain grown during last year is, however, a feature which will add to the traffic of the earlier months of the year. The excellent crops which are now ripening give good promise from a traffic point of view for the latter half of the year and various exporting interests are busy making arrangements for dealing with the new crop. There are signs of a revival of trade in the world at large and it is hoped that 'Iraq and Persia will share in the revival and that railways will be called upon to carry greater quantities of public goods. It is also anticipated that the branch to Karbala will be completed during this year and if this is carried out there will be increased earnings, not only from the new section, but also from the main line generally.

9. The Progress of the Royal Air Force Scheme of Control in 'Iraq from 1st October, 1922, to 31st March, 1923.

The Royal Air Force took control of British Forces in 'Iraq on 1st October, 1922, when (then) Air Vice-Marshal Sir John Salmond, K.C.B., C.M.G., C.V.O., D.S.O., assumed command.

Throughout the period under review 'Iraq was faced with a serious external menace from Turkey; there were considerable concentrations at Jazirat-ibn 'Umar, while other centres had been gradually effected. This situation on the Northern Frontier had, as has been stated, its reaction on internal affairs throughout 'Iraq. It served to foment restlessness and to give moral support to intriguers and ill-disposed persons wherever their propaganda could obtain a foothold; to delay the development of a normal state of security in the country; and in general to confuse the original problem of maintaining internal control under Air Command.

As an instance, the Turkish irregulars operating south-eastwards from Rawanduz were enabled, because of the moral support which the external Turkish menace gave them, to achieve results among the turbulent Kurds of this area which never could have been achieved had it not been felt by the tribesmen that the regular forces of Turkey were behind them.

This Turkish menace, which had not been calculated for at the time when the scheme of R.A.F. Control was decided upon, necessitated the continued maintenance in 'Iraq of ground troops far beyond the scheme. Reductions in this respect were not begun during the period covered by this report.

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The details of this menace and the measures taken to meet it are not for consideration in this report, but its existence and effect as a factor aggravating the various minor problems of internal lawlessness with which the Air Force Scheme was called upon to deal must be borne in mind.

In tracing the progress made during this first six months towards a normal condition of internal order and security it is convenient to consider 'Iraq proper separately from Kurdistan in 'Iraq.

The general situation in 'Iraq proper at the end of September, 1922, has been fully described in the first section of this report.

During the six months under review various minor air operations were carried out in 'Iraq proper.

Thus, in October, in the Nasiriyah area, air action became necessary in consequence of the attitude of defiance to Government adopted by a group of five Shaikhs. Offensive action was taken against the ringleader and demonstration flights made over the remaining four. As a result three of the confederates submitted to Government while the ringleader's own tribesmen, together with those of his one remaining supporter, deserted him. He remained, however, at the head of a following of some 200 malcontents and fugitives from justice, with whom he proceeded to hold up caravans on the roads and to terrorise the district.

Air action was continued against him and in a very short space he made unconditional surrender. At the same time another local Shaikh in this district thought that an opportune moment had now arrived to defy the Government. An ultimatum dropped on him from the air, however, immediately secured a satisfactory change in his views.

At the end of October, in the Diwaniyah division, in an area so intricately intersected by irrigation channels that any operations by ground troops are very slow and inconvenient, armed defiance of the police called for air action. As a result the police were enabled to effect the arrest of the offending Shaikhs.

In December certain Shaikhs of the turbulent tribes situated on the banks of the 'Adhaim River refused to come in to Government. An aerial demonstration was made and leaflets were dropped warning them to report under threat of air action. As a result the Shaikhs submitted without air action becoming necessary.

At the end of January, near Diwaniyah, a car containing the Divisional Adviser was fired on and the Adviser wounded by some brigands on the road. These brigands, it transpired later, were at the time lying in wait for a Shaikh whom, at the instigation of the Shaikh of a neighbouring tribe, they intended to murder.

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The Shaikh concerned was ordered to hand them over and to come into Government for an inquiry to be made into the whole incident. He failed to do so and air action became necessary. After action had been taken police were enabled, in co-operation with aircraft, to enter his villages and deal satisfactorily with the situation.

At the end of March, in the Mandali district, inter-tribal differences promised to develop into an outbreak involving several neighbouring tribes in inter-tribal fighting. An air demonstration, however, persuaded the disputants to submit their claims to Government decision and stabilized the situation.

These were the principal occasions on which aircraft were engaged in operations in 'Iraq proper during the period now under review.

In every instance air action was only necessary on a surprisingly limited scale. Had it been necessary to exact obedience by the employment of ground troops the cost in time and money, if not also in lives, would have been immensely greater. A further consideration which is very pronounced in dealing with lawlessness, particularly amongst the Euphrates tribes, is the entire elimination, in the case of air action, of provocative effect. Past history has proved that the presence of ground troops in these districts serves as a focus for concentrating rebellious action by the tribes, while any small success on the part of the latter may magnify a minor disturbance into a serious rising. Further, the despatch of ground reinforcements to any particular spot is liable to give birth to wild rumours among the surrounding tribes to the effect that a rising is about to take place, and thus to produce an atmosphere of excitement and unrest in places which were previously tranquil. These dangers are altogether avoided by the use of air action.

In Kurdistan in 'Iraq the situation at the end of September, 1922, was far from satisfactory.

As has been described elsewhere a Turkish garrison had been holding Rawanduz for the previous two years, and from this base a campaign of propaganda had been carried on south-eastwards through Kurdistan, as far even as to Halabja. This campaign, under the able and energetic control of Euz Demir, had been backed by lavish promises of Turkish regular support, by gifts of ammunition to the tribes, and by the establishment of posts of Turkish irregular troops at the various points of tactical or tribal importance along the main routes towards Arbil and Rania.

Various small Levy columns which had from time to time been sent into Kurdistan had not succeeded in stabilizing this situation in our favour, and in September, 1922, a mixed column of Imperial and Levy Troops, which had been sent to Rania to

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restore the unsatisfactory situation which had arisen there as a result of Euz Demir's activities, met with a reverse. It was with difficulty extricated, with some loss both in men and material including parts of two guns.

In consequence of this reverse it had been considered advisable to abandon our hold on Sulaimani also.

The prestige of the Turkish irregulars had been very greatly enhanced and their activities redoubled as a result of this two-fold success, and it had been possible by the middle of September for Euz Demir to establish Turkish posts at Keui Sanjaq and at one of the crossings of the Lesser Zab within 40 miles of Kirkuk.

The situation thus prevailing at the end of September called for immediate and drastic action if the whole of Kurdistan were not to pass out of the influence of 'Iraq altogether and to lapse into disorder which must spread rapidly to the more settled districts of Arbil and Kirkuk.

Extensive air action was accordingly taken. By 5th October the Turkish post at Keui had been forced to leave and a political officer with a police escort had been enabled to re-enter the town without firing a shot and to re-establish there a Government control which has been maintained ever since.

Throughout October the Turkish posts in Kurdistan were attacked by air wherever located and were forced to withdraw from the Rania district.

During the next four months air action, and, where tactically suitable, combined action by aircraft and small Levy detachments and tribal lashkars, was maintained against such of these Turkish irregular detachments as took up positions from which they could have a prejudicial effect upon the law and order of the districts which were under our settled and effective Government administration.

Although the weather at this time of the year is unfavourable for air action amongst the Kurdish mountains, and in spite of the fact that the R.A.F. units were being much distracted by the Turkish menace north of Mosul, air action definitely checked the further infiltration of Turkish irregular troops and the extension of the area under the direct influence of Euz Demir, and was the first actual set-back given to the Turkish activities in this region.

Shaikh Mahmud, however, who had been reinstated by us after the evacuation of Sulaimani soon began to intrigue with the Turks actively against us, and it was known early in the new year that he had formed a plan to attack Kirkuk in March. Meantime the fortunate capture by the police of Euz Demir's despatches to G.O.C. Jezirah front disclosed plans for the re-capture of Keui Sanjaq and for an attack upon Arbil and Kirkuk by Turkish forces.

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A situation had arisen in Southern Kurdistan the seriousness of which was in no small measure due to the Turkish menace. If it had developed into an attack, an aggressively hostile Southern Kurdistan on the right rear flank of the troops concentrated at Mosul would have proved a serious embarrassment. It was necessary, therefore, to deal with this situation promptly and decisively.

Air action alone in such difficult country might have taken too long to achieve its object, but information as to the progress of events at Angora at this time shewed that it would be possible to use the troops at Mosul for this purpose, and still to have time, if the external menace became imminent, to bring them back to the threatened front. It was accordingly decided to clear up the whole Kurdish situation in as short a time as possible by a combined ground and air operation for the capture of Rawanduz.

The employment of ground troops on an extensive scale in Southern Kurdistan had been considered a hazardous and unsound undertaking by previous G.O.C.s, and this opinion was probably a very wise one.

However, the introduction of Air Control gave full value to the air factor and the A.O.C., with his particular knowledge of the effect of this new factor, was able to judge such an operation as suitable. The operations themselves do not properly belong to this report for they were not only carried out after the end of March, 1923, but were also largely necessitated by external influences. Their success, however, proves the soundness of the original decision to undertake them, which decision would not have been arrived at by a Commander who did not possess an intimate knowledge of the air arm and the inestimable value of ample air power.

The progress achieved during these first six months of Air Control may be summarized as follows :—

An ordinary outbreak of lawlessness or defiance of Government could be rapidly, effectively and economically dealt with by air action. An outbreak on a large scale was less likely to occur owing to the rapidity and simplicity of checking it in its incipient state by air action, while the non-commital nature and unattractive barrenness in profit to the rebel of such action undoubtedly had its damping effect. It is a fair corollary that the absence of detachments which the great mobility of air action admits and the unprofitable task of " beating the air " may prove a sure deterrent to any outbreak developing on a large scale.

The above deals only with the aspect of punitive action, but the effectiveness of air control would be only partially considered if mention was omitted of its value as a threat and as a means to close co-ordination and co-operation of administrative

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effort over an immense area, etc., provided with other means of communication. An aeroplane or formation of aeroplanes either employed for the purpose or on some administrative duty can be seen in the air by a widely spread population and provides a tactful but effective reminder to many of the existence and power of Government.

Without air transport the niceties of administrative and military touch are impossible with other existing means of travel in 'Iraq, and perhaps the greatest achievement of Air Control in 'Iraq during the six months under review has been the introduction of this inestimable asset. By its means it has been possible to achieve a highly centralized yet widely understanding intelligence which is the essence of wise and economical control.

SECTION II.—THE MINISTRY OF INTERIOR.

1. Internal Administration.

Organization.

The portfolio of Interior is at present held by Muhsin Beg al Sa'dun; the Adviser to the Minister is Mr. K. Cornwallis, C.B.E., D.S.O., who is also personal adviser to His Majesty the King and, as I shall have occasion to describe later, Chief of the Inspectorate Staff.

For administrative purposes the country is divided into Liwas (Divisions), Qadhas and Nahiyahs, presided over respectively by Mutasarrifs, Qaimmaqams and Mudirs. Mutasarrifs are appointed by the Council of Ministers, Qaimmaqams and Mudirs by the Prime Minister; in all cases the recommendation comes from the Ministry of Interior and the appointment receives His Majesty's sanction in the form of a Royal Iradah.

The 'Iraq has as yet no Civil Service constituted on a regular basis, but in March the Council of Ministers appointed a Committee to fix terms of service, grading, pay, leave, etc. The Minister of Finance, Sasun Effendi, is the President of this body and he has asked my Legal Adviser, Mr. Davidson, and other Arab and British officials to serve on it.

When during the course of 1921 native executive officials were appointed to all provincial posts, the existing British Political officers assumed automatically the position of Advisers. This system continued until, in January, the Council of Ministers passed an important ordinance known as the Administrative Inspectorate Law (Appendix 5), by which Advisers were given the title and duties of Administrative Inspectors. This measure, which had been for many months past under the careful consideration of the Minister of Interior, makes a notable step

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forward in the constitution of the 'Iraq State and the definition of the functions of British officials. The Inspectors are controlled by the Chief Inspector (Adviser to Interior) and are appointed, on the proposal of the Ministry of Interior, by Royal Iradah, subject to the approval of the British Government given through the High Commissioner. The widest powers of inspection are given in all details of internal administration, revenue collection, municipalities, police and public order. It is intended that in the future the Inspectors shall be based on Baghdad whence they will tour the areas allotted to them, but the change is being introduced judiciously by degrees, so that though the Inspectors have begun their new duties they have not yet become peripatetic. In the Kurdish provinces it is clear that until the status of these districts in respect of the 'Iraq Government is determined no final decision can be reached as to the precise form of Administration which can most conveniently be adopted.

Apart from the general indication of the course of administration given in the political survey, certain local features in various Divisions call for mention. The whole line of the Tigris from Basrah to Baghdad has witnessed an unbroken course of tranquility and progress. In Basrah the inhabitants, whether engaged in commerce or in cultivating the rich palm gardens which are the pride of the Shatt al 'Arab, find their best interest in stable and efficient government, the foundations of which are rapidly being laid. With one exception, in the Madinah Nahiyah, there has been no tribal disorder such as has called for the intervention of force. The town of Basrah, the development of which was a direct consequence of the war, has continued under an enterprising Mayor and Municipal Council to make notable advance. The Maude Memorial Hospital is nearing completion; a new bridge over the 'Ashar Creek, and a new market are among the achievements of the year, while private persons are investing their profits in the erection of commodious modern houses. A valuable piece of work is the inception of a detailed survey of all properties along the Shatt al 'Arab.

'Amarah.

The redistribution and reassessment of Government lands has been the main subject of interest during the year in the 'Amarah Division, and has occupied the attention of the people almost to the exclusion of any other. Government lands in this Division are leased for a period of years at a fixed annual rate, and existing leases were due to expire in October, 1922. The distribution of lands among the shaikhs which prevailed when the year opened had been dictated originally by considerations of military policy, the need for which no longer existed, and it was felt that when the current leases expired a fresh distribution should be made more in accordance with the principles of fairness and the requirements of the times.

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The most important change proposed was the division of the large estate of the Chahalah between Shaikhs Muhammad Al 'Araibi and Falih al Saihud. The reasons for this proposal were briefly as follows :—

(1) Without the support of the Government, Shaikh Muhammad is not competent to manage the affairs of a big estate like the Chahalah. It was only with that support that he secured and maintained his position as the holder of the largest tribal lands in 'Amarah.

(2) The division of the Chahalah would be in accordance with the general policy of Government which is to split up the very large estates.

(3) Shaikh Falih is an outstanding personality and the leading shaikh in force of character among the Albu Muhammad. He has always been helpful and loyal to the Government; but it was not certain that his loyalty would stand indefinitely the strain imposed on him by being confined to a small muqata'ah inadequate for his position and character.

(4) Shaikh Falih's old lands were very greatly under-assessed and it was thought impractical to leave him in them and at the same time to raise the rates to the proper figures.

(5) The division of the Chahalah insured a better and safer balance of power among the Albu Muhammad shaikhs than that existing.

Other changes proposed among the Albu Muhammad and Azairij shaikhs were of a minor nature, designed with a view, firstly, to the finding of houses for landless shaikhs, who in the past have been an importunate collection of malcontents, and secondly, to meeting the claims of capable townsmen to a fair share in the wheat and barley lands held at the disposal of the Government.

The two most important tribes in the 'Amarah Division are the Bani Lam and the Albu Muhammad. The proposed re-distribution of the Albu Muhammad lands involved perhaps the biggest issues, but that of the Bani Lam lands also presented certain difficulties and political aspects which had to be taken into serious consideration. The most famous of the Bani Lam shaikhs and one who makes a great appeal to the imagination of the tribe is Shaikh Ghadhban al Bunaiyan. His history is one of wars and intrigues and he had been exiled from his lands for some years; at the same time he is undoubtedly the most intelligent and capable of the Bani Lam shaikhs. It was felt that the loss of lands and money entailed by his exile had been a sufficient lesson to him and that, with tactful handling, it might be possible to turn his many virile qualities to the advantage of the Government. It was, therefore, decided that he should be given another chance, and that, when the re-distribution of

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the Bani Lam lands took place, an opening should be found for his reinstatement. In order to make room for Ghadhban it was necessary to dispossess the existing shaikhs of some of their lands. It was proposed that this should be done by the removal altogether of Shaikh 'Ubairah, who is a boy of about twelve years, and by dividing the holdings of the two big Bani Lam shaikhs, Juwi and Shabib, into three equal portions, one of which was to be given to Ghadhban.

On the right bank of the Tigris the principle change proposed among the Bani Lam was the reduction in size of the muqata'ah held by Shaikh Kommandar al Fahad. This was proposed partly in order to restore the Bait Jandil lands to those hereditarily entitled to them, partly because Kommandar, like Muhammad al 'Araibi, had a bigger muqata'ah than he deserved, and partly in order to balance the loss suffered by Shaikhs Juwi and Shabib on the left bank in making way for Ghadhban. These changes involved several other small and unimportant adjustments. They were announced and carried out in November, and though considerable passive resistance was experienced, there was none of a serious nature.

As regards reassessments, an officer was deputed last year to make as careful and detailed an investigation of the value of the 'Amarah lands as time and circumstances permitted. He had only about four months in which to make his enquiries and he was very much handicapped by the absence of existing data and lack of accurate maps. He was obliged to take as his basis the reputed value of the lands during the harvest year of 1921. He examined all available sub-leases, collected information from different sources and then struck an average. To allow for the fact that much of his information was obtained from rivals of the shaikhs in power, and also to be on the safe side, he then deducted a further 15 per cent. from his results. These figures were accepted as comparatively accurate for the year 1921 and an allowance was made for the heavy fall in grain prices since that date. It should, however, be stated that the reduction made in his figures did not correspond exactly with the reduction in prices, because it was well known that, when the shaikhs were under-assessed and the price of grain was high, they were willing to make easier bargains with their cultivators than when prices began to fall. It is true that they have perforce been obliged to reduce the sums they demand for their sub-leases; but they have not reduced them in the same proportion as the fall in prices.

Very little difficulty was experienced in getting shaikhs to sign their leases at the enhanced rates, but there are indications that actual payments of these rates will be resisted strenuously by some of the shaikhs concerned. Doubtless it will be difficult in one or two cases for shaikhs to reduce suddenly the lavish and extravagant expenditure to which they have grown accustomed; but they can be made to do so and should do so in view of the economic difficulties with which Government is faced.

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It was inevitable that a redistribution and reassessment of lands carried out in the necessarily hasty manner which had to be adopted in 'Amarah would lead to certain mistakes. For example, the policy of Government has hitherto been to withhold from new shaikhs any financial assistance in the form of agricultural loans. In view of this policy it was perhaps a mistake to lease lands to new shaikhs who had no private capital of their own. Some of these have been faced with very great difficulties. They have had to engage cultivators at an advanced season of the year on the cultivators' own terms; they have had to pay seed advances, incur the expenses traditional to their position and finally they have had to borrow the necessary money at exorbitant rates of interest. If the appointment of such men has had its disadvantages they have been such as would have been difficult to avoid, since the choice of new tribal shaikhs is limited by tribal sentiment to members of the shaikhly house and most of these have no money. The alternative was to leave the lands as they were, but this would have defeated one of the main political objects of the redistribution, namely, to find homes for landless shaikhs. Some few of those who have been selected for a grant of land are not showing the energy, or even the gratitude, which might have been expected of them and it is doubtful whether they will justify their selection. They are not, however, persons of any great importance and their removal in case of need would be an easy matter. It may be argued with some reason that in the case of three prominent shaikhs the enhancements of revenue have been too sudden and too severe; but their revenue was assessed on exactly the same basis as that of every other shaikh, which indicates that in the past they have enjoyed a much greater income at the expense of Government than was equitable.

The principal advantage which has been reaped is the increase in Government revenue, which, including an increase in kodah, will amount to about nine lakhs. At the same time lands have been found for seven new tribal shaikhs, and nine new muqata'ahs have been made available for townsmen. On the whole, it may be said that the redistribution and reassessment of the 'Amarah lands have been carried out as well as could be expected, that they have given satisfaction to the majority of those concerned and that the advantages gained greatly outweigh the disadvantages.

A source of contention which had long troubled the 'Amarah Liwa will shortly, it is hoped, be satisfactorily removed. The shaikhs of the Bani Lam are accustomed to send their sheep during certain periods of the year to pasture in the foothills of the Pusht-i-Kuh, within the territory of Wali. The respective rights of the shaikhs on the one hand, and the Wali on the other, have lacked definition and disputes have been of not infrequent occurrence. I therefore instructed the Divisional Adviser of 'Amarah

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to visit the Wali and come to an agreement with him on behalf of the 'Iraq Government. This he did on 1st April, 1922, when it was arranged that, in return for an annual payment of £1,200 by the 'Iraq Government, the Wali would permit the Bani Lam to graze their flocks in his territory from Changulah to the Karkhah, the sum to be paid as from 1st October, 1921.

The Council of State accepted this agreement up to October, 1923, at which date it is to terminate and be replaced by another on the same lines, the terms of which will be settled with the Wali who is now in Baghdad.

The Wali holds lands in Badrah and Mandali for which he is anxious to obtain Tapu deeds, but the Council of Ministers has objected that, on grounds of general expediency, estates within the 'Iraq should not be alienated to the ruler of a neighbouring country. The matter is still under consideration, and it is expected that some satisfactory compromise will be reached.

Muntafiq.

I have dwelt sufficiently on the agitation which interrupted the course of administration in the Muntafiq Liwa. The energetic measures which were taken in the autumn have largely re-established the authority of Government, but in lawless tribal areas, where for decades the Turkish writ never ran outside the towns, the development of orderly conditions must necessarily be slow. It is for the 'Iraq Government to prove to the inhabitants that such development is also advantageous to themselves. In this Division, to attempt to set up a new administrative structure without holding out some hope of dealing with the agrarian problem is to court failure. The Ottoman Government had recognized the existence of grave and permanent causes of unrest; the Government of Occupation had introduced temporary measures of alleviation until a settlement based on accurate surveys could be carried out. Preliminary steps had already been taken, and though they were unavoidably suspended in 1920, the hope of a satisfactory settlement, for which they had contended for forty years, kept the tribes comparatively quiet during the troubles of that year. They continued to trust that the 'Iraq Government would be similarly inclined, and I called the attention of the provisional government, established under His Highness the Naqib, to the urgent importance of the question. Thereupon, a committee was appointed to prepare a report and recommendations for the Council of State. That this committee should have been composed exclusively of members of the landlord class was disquieting; that it made no attempt at an examination on the spot must, in any case, have rendered its deliberations valueless; its report justified the worst forebodings. After observing that it was the duty of the Government to protect vested rights, the committee recommended that the landlords should be given opportunity to establish their claims and that

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all lands taken from them by the tribes should be returned. This decision helped last summer to foster a justifiable discontent among the tribal agrarian population who derived from it confirmation of their growing fear that the 'Iraq Government would prove to be a class government from which the rights of other classes of the population could be wrested only by force. While holding to the principle laid down by officials who have recently been in supreme charge of the Division, namely, that good citizens must be judged by their willingness to perform their duty towards the administration, the time is ripe for Arab statesmen to see that rights and duties are apportioned with justice, and I welcome the suggestion put forward for the formation of a Land Court to study and regulate the problems presented by this Division.

Dulaim.

The Dulaim Division has maintained its high standard of progress. The steady support of the two leading shaikhs, combined with their enterprize in co-operating in the development of irrigation, have alike contributed to the maintenance of peace and provided the tribes with new opportunities for abandoning nomadic life in favour of that of the cultivator. The re-creation on scientific lines of the Saqlawiyah canal system between the Euphrates and Tigris has brought back into cultivation an area which has lain for centuries barren. Already the new settlement of Dulaimiyah is growing up in what was till lately wilderness, though innumerable remains of 'Abbasid villages testify to its past fertility. The eagerness of the tribal fallahs in taking up the land, coupled with their repeated requests for further irrigation schemes, show that no lack of labour need be anticipated.

The year has seen the settlement of a long standing dispute between the neighbour towns of 'Anah and Rawah. The feud culminated in May with an attack on the Euphrates road, on the part of men of Rawah, on a convoy escorted by police and believed to be accompanied by some inhabitants of 'Anah. In September, a column of the 'Iraq Army, under the command of Nuri Pasha Sa'id, proceeded to Rawah and enforced the terms imposed by Government on the town, including the surrender of 400 rifles. Subsequently, 'Anah was similarly disarmed and outstanding disputes settled according to tribal custom. An active and energetic Qaimmaqam, well assisted by the police force, has prevented the recurrence of any further trouble.

The maintenance of public order in this Division is of especial importance owing to the fact that direct communications with Syria pass through it. With the increase of security in the Syrian zone, caravans began to use the Euphrates road and by May it was completely reopened. Its protection depends mainly on the Desert Police, a mixed tribal force under the Inspector of Police at Ramadi. It is composed almost entirely

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of 'Aqail from Central Arabia who are not concerned with local rivalries or feuds. The work of the force has gained steadily in value throughout the year; it is in consequence of its efforts that the road has been kept open. The Dair-Mosul road, which crosses the deserted areas more difficult to control has been almost entirely abandoned in favour of the direct Euphrates route. The opening of a third route passing across the desert from Ramadi to Damascus, via Rutbah, one of the landing grounds of the aerial mail is under contemplation by a syndicate in Damascus, and its accomplishment seems assured.

The principal nomadic tribe on the 'Iraq side of the Syrian desert is the 'Amarat section of the 'Anizah; it is to the excellent relations maintained between them and the Royal Air Force that the safety of the aerial mail is due. In cases where aeroplanes have been forced to land in the neighbourhood of an encampment the officers report that they have been given every assistance by the Beduin, who have frequently placed a guard to watch over the stranded plane.

The Dulaim Division is an encouraging example of Arab administration. In an area so long and straggling the visits of British Inspectors are necessarily rare; civil government is entirely in native hands, and the Division having been undisturbed by irrelevant political agitations, the Arabs are proving themselves competent to conduct an administration more efficient than any which was known under the Turks.

Baghdad.

The Baghdad Liwa has undergone several changes. The reinstitution of the Liwa of Kut, in the early part of 1922, had removed from the control of Baghdad the Qadhas of Kut, Badrah and Hai, leaving the Muhafidh of Baghdad, or Lord Mayor, to superintend primarily the administration of the city, while his Deputy took charge of the Qadhas of Kadhimain and Samarra. At the same time an attempt was made to return to the Turkish system of municipal administration by the division of Baghdad into three minor municipalities, each vested with a large amount of independent control. This proved a failure and the executive authority was again centralized, in February, 1923, under an official entitled the Amin al 'Asimah, who, while President of the elected municipal Council, is appointed by Government and is directly responsible to the Ministry of Interior. The Baghdad Liwa, exclusive of the capital, was placed under a Mutasarrif.

The reorganization of the municipality has proceeded smoothly; unity of control facilitates the work of the Public Health Department, and the Amin al 'Asimah is giving close attention to the difficult problems of electric lighting and water supply.

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Like Dulaim, the Baghdad Liwa has profited by the opening of new canals. The Yusufiyah system, the old Nahr Malik, work on which was begun during the war, is being further extended. The new land as it becomes available for cultivation is eagerly sought for and it is satisfactory to observe that a large proportion has been allotted in small holdings to the tribesmen.

The unruly sections of the 'Ubaid, north of Baghdad, have alone been serious offenders against public peace. Claims against them for robberies committed remained unsettled and the leaders consistently refused to report to Government when summoned. In December, 1922, the Ministry of Interior called for the assistance of a column of the 'Iraq Army and the presence of this force, supplemented by mounted police, at Samarra was sufficient to bring the tribesmen to reason. Demands were met and a fine to Government, including 40 rifles, collected.

Diyala.

This divison, which is agriculturally one of the richest in the 'Iraq, has maintained good progress. Strenuous, if not wholly successful, efforts have been made to arrive at a settlement of the secular quarrels between the 'Azzah and the 'Ubaid, the latter tribe, mainly nomadic, being distributed between the Liwas of Diyala, Baghdad and Kirkuk.

Kirkuk and Arbil.

The Arbil sub-Liwa has returned to its former status as a division independent from Kirkuk. In both areas the intrigues of Shaikh Mahmud, combined with the presence of Turkish guerilla bands, have produced from time to time a slight effervescence among the outlying Kurdish tribes, but the course of administration has never been seriously affected and the position was stabilized by the operations which culminated in the reoccupation of Rawanduz.

Mosul.

Hostile propaganda has made no headway in Mosul Division, where the claims put forward by the Turkish Government have strengthened the determination of the inhabitants, tribal and urban, to remain 'Iraqi. There is a marked improvement in public order, the high road along the Tigris is free from tribal depredations and the large Christian population in the villages of the Mosul plain enjoys complete security. The new streets cut through Mosul town during and immediately after the war have been levelled and adorned with fine buildings, a public garden has been laid out, at His Majesty King Faisal's suggestion, near the municipal buildings on the river bank, and a scheme for an adequate water supply is nearing completion. The city of Mosul, once renowned for squalor, bids fair to become one of the most beautiful of Arab towns.

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Here, as elsewhere in 'Iraq, it is gratifying to compare existing conditions with those which obtained under the Turkish regime. There can be no question that the standard of administration has risen, law and order are more efficiently preserved, while among the men who hold responsible posts under the 'Iraq Government there are many who exhibit true devotion and energy in fulfilling their duties, combined with an earnest desire to study and ameliorate local conditions. It is on the employment of men of this type that the success of the Civil Service in 'Iraq must depend.

2. The 'Iraq Police.

During the year drastic changes were made in the actual administration of the 'Iraq Police owing to the introduction of the new regime of 'Iraqi control with British Officers in the rôle of Inspectors and Advisers. An 'Iraqi Director-General of Police was appointed in January and, a little later, 'Iraqi Commandants of Police in all Liwas, except Basrah and Arbil. These Commandants have been given a degree of control varying with their capacity and ability, the principle followed being to hand over a gradually increasing share of the duties and responsibilities as Commandants prove fit to assume it. By the end of the year great progress towards the ideal had been made in all Liwas, except Baghdad and Mosul.

At the beginning of the year two new Camel Corps were formed in Muntafiq and Mosul Liwa. The Muntafiq Camel Corps, under Yusuf Beg Sa'dun as Commandant and a British Officer as Inspector, consisted of 200 riding camels and men and 40 baggage camels. The Mosul Camel Corps consisted of 200 camels, practically under the direct control of Shaikh 'Ajil al Yawar. The latter force is still functioning, but the former, after a brief and stormy existence, during the course of which it was raided by the Akhwan and heavy losses were sustained in men, camels and equipment, was disbanded on 15th June.

In June it became necessary, owing to financial stringency, to reduce the Police budget for 1922-23 which amounted to Rs.86,97,460. A revised budget was therefore submitted amounting to Rs.78,34,043. To effect this economy the strength of the force was reduced by 184 mounted police and 278 foot police, while ration allowance was reduced from Rs.15 to Rs.10. The cadre of Arab gazetted officers was also reduced by 16 Assistant Commandants.

In November the new Liwa of Diwaniyah was established and a separate police division was formed there with its own Commandants and Inspecting Officers. During the same month, owing to disturbances at Amadiyah, the police strength of the Mosul Liwa had to be increased by 70 foot police, the men being taken from the Basrah and Dulaim Liwas in order to avoid extra expenditure.

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The passport examining post was also removed from Qizil Robat to Khanaqin and a building for the accommodation of the staff is now under construction on the frontier.

In several Liwas many new posts and police stations have been opened and good progress has been made throughout the country in the organization and training of the force.

Arms.

Considerable progress has been made in the effective arming of the police. A large number of short Lee Enfield rifles were obtained from the army, and during the year these were issued to the mounted police, the foot police being armed with the British 1914 rifle, with the smooth-bore Martini Henry for town patrol work. The issue of the Lee Enfields has enabled a large number of Mausers and other miscellaneous rifles to be called in and has added considerably to the efficiency of the police.

Gazetted Personnel.

During the current year the number of British gazetted officers is being reduced to 21.

Twenty-nine 'Iraqis were given gazetted appointments in the police during the year. Of these, one officer resigned and three were discharged as they were found to be incompetent. The strength at the end of the year was nine Commandants of Police and 27 Assistant Commandants of Police.

British Non-Gazetted Personnel.

At the end of 1922 there were 33 British non-gazetted personnel in the police, two of these being employed in the railway police and two in the traffic departments of Baghdad and Basrah. The cadre (excluding railway police and traffic) for the financial year 1922-23, was reduced to 32 from 52 the preceding year. During the year 14 men were given notice of termination of their services and five resigned. Only one man was dismissed for misconduct and it can be said that the British non-gazetted police have maintained a very high standard of discipline and have worked well throughout the year.

The strength for the present financial year has been reduced to 28, but still further reduction is under consideration. The British non-gazetted police have many duties and responsibilities, they are in charge of the training, clothing and discipline of the men, and in Baghdad, Mosul and Basrah are responsible for the proper working of the system of prevention of crime, night patrols, guards and escorts.

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Inspectors.

The Training School has now completed its second year, during which six 'Iraqi gazetted officers and 51 Inspectors were trained and posted out to districts. At the close of the year there were two Assistant Commandants and 20 Inspectors under training.

Owing to the shortage of trained Inspectors in the country, the training course had unfortunately to be shortened in order to pass out men quickly. As time goes on it will be possible to remedy this and Inspectors will be called in periodically for a further course of training.

The selection of Inspectors has been in the hands of the Director-General of Police and there has been no lack of applicants for the few vacancies existing from time to time. Discipline has been very good. The subjects taught are law, including all acts and proclamations, standing orders, police station work and up-keep of station registers, methods of accounts, office procedure, investigation of crime, finger print system, first-aid, traffic regulation and other duties. The probationers are also put through a riding course and taught foot drill.

Central C.I.D.

The department was administered throughout the year by Major F. W. Garrard, C.I.E.

During the year, in several cases, Inspectors have been deputed to assist the local police in their investigations, but their functions have so far been limited to working under the Commandant of Police concerned. A few investigations of important cases were, however, taken up, and the department has been of special use to the districts in the tracing of criminals by means of the finger print system. This branch of the work will be referred to when dealing with the Finger Print Bureau.

The principal work of the department has been to keep the Government informed of political movements and intrigues, and in making confidential enquiries, etc., as required by His Majesty The King and the Ministries. A certain amount of external intelligence work has been done, notably in the frontier Liwas of Mosul, Arbil, Kirkuk, and Dulaim. The anxious times through which the country passed during the hot weather, owing to the activities of the extremists, threw a great deal of work upon the department, but it was successful in answering all calls made upon it.

Finger Print Bureau.

Finger print slips on record in the Bureau at the end of 1921 numbered 9,013.

New slips recorded during the year numbered 2,973.

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The above includes slips received from abroad for record in the 'Iraq Bureau.

One hundred and ninety-three record slips were forwarded to bureaux abroad as under.

India	186
Ceylon	2
East Africa	1
Scotland Yard	4
	193

Search slips received totalled 4,255, as against 3,295 in 1921. Of the total number received, 310 were from various bureaux in India. Of the slips received, 669 were traced with previous convictions, as against 425 in the previous year. Two hundred and ten search slips of foreigners arrested in 'Iraq were forwarded to various bureaux abroad, and of these 14 were traced with previous convictions.

Certain Government departments sent the finger prints of applicants to the department before taking on subordinate establishment. This procedure during the year resulted in no less than 35 ex-convicts being excluded from Government service, where their presence would have been extremely dangerous. It should be made an invariable rule that the finger prints of all subordinate staff be forwarded to the department before appointment. With the finger print system in full operation in all police stations throughout the country this would not be a difficult undertaking and would be well worth the trouble expended.

Five persons were traced as absconders from jails. It is, however, to be regretted that it is not generally recognized how valuable the Bureau is in proving the antecedents and identity of persons who are unknown to the police. Instructions have been reissued upon this point to all districts.

The opinions of experts were called for by the district police in 19 cases as against 8 in the previous year. This number includes two civil suits in which the expert evidence was recorded and followed. This branch of the work of the department has been very favourably commented upon by the President of the Civil Courts, who expressed the hope that courts would realize the great value of the finger print system.

Passport Department.

During the year the whole passport department was placed under the Central Criminal Investigation Department. Assistant passport officers were stationed at Basrah and Khanaqin. A branch in charge of an Inspector working under the Inspecting Officer of Police, Mosul, was also established, while the Commandant of Police, Dulaim, functions as passport officer on the Syrian frontier.

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Laissez-passer orders, certificates of identity, and visas were issued as under :—

	Baghdad.	*Basrah.*	*Mosul.*	*Khanaqin.*	*Dulaim.*
Laissez-passer ...	147	2	19	—	—
Certificates of identity ...	2,594	11,057	655	25,133	305
Visas	1,065	8,242	614	8,465	187
Total	3,806	19,301	1,288	33,598	492
					58,485

In addition, the cases of 1,180 persons who applied for permission to enter 'Iraq were investigated and dealt with.

In Basrah the department dealt with 225 cases of stowaways. The Basrah branch continues to deal with local demobilization, and, during the year, 983 cases were investigated.

The total revenue to Government from the passport department during the year was Rs.2,93,205. The annual cost of the staff is Rs.72,860.

The Muhammarah passport control was introduced on 15th March, 1922, but was discontinued on 4th April, 1922. It was, however, reintroduced on 20th July, 1922, and is reported to be working satisfactorily. Nevertheless, it is said to be causing a certain amount of discontent to the riverain population and the question of a modification of the present system is under consideration.

Traffic Department.

The control of traffic in the streets has improved considerably, and there has been a marked decrease in the number of serious accidents as compared with the previous year.

The department collected in fees for the registration and licensing of vehicles a total of Rs.85,222 in Baghdad.

Railway Police.

The sanctioned strength of the force was 262 foot police, and there has been no difficulty in obtaining recruits. Discipline has been of a high order and on the whole a satisfactory standard of efficiency has been maintained in spite of the severe handicap of unsuitable quarters at various stations.

Crime shows an increase of 39 cases as compared with 1921. In Baghdad West there has been a decrease of crime since the formation of the cantonment police, only seven cases of theft being reported between 1st June and 31st December, four of which were traced and convictions obtained. Numerous cases have occurred of shortages from wagons although rivets and seals were intact. Much time has been spent by the investigating branch in endeavouring to trace the causes of these shortages. In a number of cases the result of the enquiry has proved gross carelessness on the part of the officials responsible for loading.

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Tribal Armed Guards.

With effect from the 1st July, tribal armed guards were administered by the Commandant of Police, Railways. Prior to this date they came within the jurisdiction of the Mutasarrif of the Divisions through which the railway line passed. On the 31st December the strength of these guards was 218. The necessity for these guards has often been debated, a main argument being that the four men at a railway station would be powerless to deal effectively with raiders.

The strength of the guard at a railway station does not permit of patrols between stations. An exception, however, is to be found on the Sharqat section, where Shaikh 'Ali al Husain is responsible for patrolling the line between Balad and Tikrit. Apart from this exception no patrols are sent out except by special request.

Conclusion.

The total sum of cases of all kinds reported to the police numbered 13,507. Of these, 9,223 resulted in conviction, while, at the close of the year, 1,351 were under investigation or trial. The value of property stolen amounted to Rs.5,30,629, and property to the value of Rs.2,35,499 was recovered. These statistics show that distinct success has been achieved in the investigation and detection of crime. It must, however, be pointed out that there is a tendency on the part of the Courts to pass inadequate sentences and this does not simplify the work of the police. This is borne out by the fact that sentences of simple imprisonment have increased in a most remarkable manner. In 1921 there were 138 such sentences, while in 1922 there were 950. Similarly, breaches of the Arms Act have in a great many cases been dealt with too leniently.

Great progress has been made in nearly every Liwa in organization and efficiency, and better barrack and station-house accommodation is gradually being secured everywhere. The handing over of control to Arab Commandants has been in progress throughout the year, and in this direction vast strides have been made. There are now Arab Commandants in every Liwa except Basrah and Arbil, which remain under the sole direction of British officers. Arab words of command are in use and Arabic numbers have been issued. Registers are maintained in Arabic and so are accounts. Foreign personnel, Indians, Persians, etc., are being gradually eliminated, and the number of British officers, both gazetted and non-gazetted, has been substantially reduced. The number of British gazetted officers is now 21, and after two years it will be possible to make a further reduction. In this connection it must be remembered that the force has only been newly organized and has barely had time to find its footing. The Inspectors are young and only half-trained and the Arab Commandants and Assistant Commandants are

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mainly men with previous army or gendarmerie experience, or with no experience at all of police work. They will require guidance for a long time to come and it is for this reason dangerous to jeopardize the efficiency of the police by reducing British officers too rapidly to the minimum ultimately required by the 'Iraq Government. This can be done when Arab officers are fully trained and British officers can divest themselves of all executive responsibility and confine themselves to inspection only.

3. The Health Service.

General.

The Health Service has passed this year through a trying time. It began the year with a total sanctioned budget of Rs.37,50,000. By the month of July the financial difficulties of the 'Iraq Government became so great that it was essential to make large reductions in most departmental budgets to avoid a large deficit. An Economy Committee was appointed which met in July and August, and, after considering the work and various activities of the Health Service, recommended reductions in institutions and personnel amounting to Rs.7,50,000. A revised budget on these lines for a total of Rs.30,00,000 was thereupon prepared and was finally passed on 15th/18th November, 1922.

In the meanwhile the necessary reductions were taken in hand as follows :—

Institutions closed.

Venereal Hospital for Women, Baghdad.
Karbala Civil Hospital.
Civil Dispensary at 'Ali Gharbi ('Amarah Liwa).
Civil Dispensary at Abul Khasib (Basrah Liwa).
Dental Department, Baghdad.

Institutions reduced.

	Reduction in beds.	*Remaining.*
Baghdad.		
New General Hospital	192	250
Civil Hospital for Women and Children	25	80
Civil Isolation Hospital	4	100
Basrah.		
Civil Hospital and Civil Nursing Home	97	180
Isolation Hospital	—	50
Ma'qil Dispensary	6	—
Fao Dispensary	1	—
Qurnah Civil Hospital...	7	5

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Institutions reduced (contd.)

	Reduction in beds.	*Remaining.*
Mosul.		
Civil Hospital	20	130
'Amarah.		
Civil Hospital	20	10
'Ali Gharbi Dispensary	10	—
Qal'at Salih Civil Hospital	6	—
Kadhimain Civil Hospital	7	5
Arbil Civil Hospital	15	20
Diwaniyah Civil Hospital	25	5
Hillah Civil Hospital	11	30
Kut Civil Hospital	5	15
Kirkuk Civil Hospital...	—	40
Khanaqin Civil Hospital	—	30
Nasiriyah Civil Hospital	20	40
Najaf Civil Hospital	20	10
Samarra Civil Hospital	4	5

Posts Abolished and Personnel Dismissed or Transferred.

From 'Iraq.

1 Assistant Director of Health Services.
1 Dental Surgeon.
1 Principal Matron.
2 Nursing Sisters.

On Leave.

1 Surgeon Specialist.
1 Civil Surgeon.
1 Pathologist.
1 Matron.
2 Nursing Sisters.
10 British Non-Gazetted Officials.

In December, 1922, it became evident that the financial position of the country would be unable to support the Health Service on reduced budget and that drastic reductions would have to be made in the service in the forthcoming financial year. A total sum of Rs.12,00,000 for Health Services was at one time suggested officially. As it was known, however, that it was not the intention of the 'Iraq Government to produce a complete disorganization of the existing Health Services, the suggestion of a 12 lakhs budget was accepted merely as an earnest of the Government's intention to effect every possible reduction in the Health Service that would enable it to retain a practical measure of utility while running on much the same lines as before. It

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was quickly realized that it would be impossible to obtain a sufficient budget allotment from Government to maintain even a semblance of the existing organization, and the question of municipal maintenance of hospitals was considered. This scheme had obtained under the Turkish regime but had been lightly regarded, and a nominal provision of facilities for medical treatment was generally considered sufficient, while actual facilities were almost non-existent. It was unthinkable, therefore, to allow existing medical institutions to return to municipal control; a scheme was put forward for municipal contributions to the Health Service, against the maintenance of hospitals and dispensaries within the Liwas, and after much discussion this was finally accepted by practically all the Liwas in the country, the necessary contributions being arbitrally fixed at sums within the financial capacity of each municipality concerned. At the same time, every possible economy was considered in existing health institutions, and a scheme of reductions was made which affected principally the hospitals in the three cities of Baghdad, Mosul and Basrah.

In Baghdad, a reduction was planned of 100 beds for general cases, and the amalgamation of the New General Hospital and the Civil Hospital for Women in the old Majadiyeh Hospital, which was expected to be evacuated by the Air Force early in April. The combined Hospital is to be staffed by the French Nuns of the Presentation of Tours, who have functioned with success since pre-war days in the Civil Hospital. The combined Hospital is to include also the Civil Nursing Home, which will be removed from the Sarai, and will also house the Chemical Examiner, the X-Rays Institute, Vaccine Institute, Anti-Rabic Institute, the laboratory of the Chief Pathologist and the principal centres of the city for Ophthalmic and Venereal work. By this combination it has been possible to effect a great saving. Economies in Basrah will be effected by a reduction in 50 beds and general economies, including the closing of the Fao Dispensary. General economies will also be effected in Mosul without reduction in beds. The question of retention of British Nursing Sisters again received attention and, with great reluctance, it was decided to reduce the total number of British Nursing Sisters in the country from 27 to 13. This effected a saving in the Health Service budget of about Rs.1,25,000, and although we must naturally expect a diminution in nursing efficiency in Baghdad and Mosul when the posts of British Nursing Sisters are abolished, at the same time the essentials of proper nursing can be obtained in those places by local personnel and the French Nuns. Although reduction and economy have been the order of the day, yet the Health Service had to face the question of expansion in the quarantine service and provision had to be made for a quarantine station at Khanaqin to cope adequately with the pilgrim traffic.

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As a result of much discussion and representation of the essential Health Services that must be maintained by the 'Iraq Government, the Health Service Budget for the year 1923-24 was finally sanctioned at the sum of 18½ lakhs, of which one lakh is to be devoted to quarantine services, one lakh as a contingency against a deficit in the municipal contribution budget and the remaining 16½ lakhs for the maintenance of first class hospitals in Baghdad, Basrah and Mosul, of specialist institutions and of British doctors generally in the Health Service.

The municipal contribution budget, formed for the maintenance of all hospitals and dispensaries throughout the country, excluding those in Baghdad, Basrah and Mosul, amounts to a sum of 4½ lakhs.

The first three months of 1923 were devoted to preparations for the coming reductions, which are as follows :—

14 British Nurses.
4 British Doctors.
1 British Medical Storekeeper.
Dispensaries to be closed in Fao.
200 Hospital beds to be reduced in Baghdad and Basrah.
3 Local Doctors.
2 Indian Doctors to revert to their permanent Service.
3 British Non-Gazetted Officials.
38 Other Indian Personnel.

The Institutions remaining on charge of the Health Service on 31st March, 1923, are given below; of these the Civil Hospital and the Sarai Nursing Home were due to be closed by the end of April on amalgamation with the New General Hospital in a combined hospital to be known as the Royal Hospital, Baghdad.

Headquarters.

The year opened with an Inspector General, 3 Assistants and 2 Non-Gazetted Officials, and closed with an Inspector General and 1 Assistant.

A local Director of Public Health was appointed in August, 1922, in the person of Dr. Hanna Khaiyat, previously Minister of Health. The Inspector General, Lieut.-Colonel J. D. Graham, C.I.E., I.M.S., greatly to the regret of himself and the Service, had to proceed on leave to U.K. in November, 1922, on urgent private affairs, and his post was filled by Major T. J. Hallinan, R.A.M.C.

With the reductions in the British Staff, efficiency suffered, but a fair standard is still maintained.

British Doctors.

Despite the compulsory reductions during the year and the delay in issue of new terms of service, which tended to create a feeling of unrest, the British doctors have worked loyally and

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well. A policy on their part of *laisser faire* would have been excusable in the circumstances, but most of them feel that when the present period of doubt and uncertainty as to the future of this country has ended, there will be a prospect of long service on satisfactory terms for the majority of those now remaining. They hope to be able to complete the task on which they are at present engaged of maintaining an adequate health service for 'Iraq, and of building up slowly an adequate service with local personnel.

British Nurses.

What has been already said about the British doctors applies equally to the British nurses, with the qualification, that, in view of the very large compulsory reductions that have been forced upon the Britsh Nursing Service this year, those remaining have little hope for a long future in this country. In this they are probably mistaken. Local nurses do not show themselves capable of a high standard of training as nurses, and European supervision of local nurses in this country will be necessary long after local doctors have been educated up to the professional and administrative standard needed for independent charge of the Health Service. The Nursing Service is very much in the melting pot at present. In Basrah local nurses are difficult to obtain and the British nursing staff remains there practically unaltered. In Baghdad four British nurses remain in charge of the Isolation Hospital and of the Railways Hospital, while the combined hospital in Baghdad will be run by the French Nuns. This will be very much in the nature of an experiment as the standard required in this hospital, which will also include a nursing home for British officials and for better class 'Iraqis, will be a much higher one than was previously required from the Nuns in the Civil Hospital for Women and Children.

Another interesting experiment which has been forced upon the Health Service will be made in Mosul, where two British sisters have been reduced for reasons of economy. It was intended to try to run Mosul entirely on local nurses, who are better and more easily obtained there than in the rest of the country. Difficulty was at once experienced in obtaining a suitable Matron. No local Matron was forthcoming. A Syrian offered herself for the post; she had good credentials but wanted as much pay as a British nurse, and finally it was decided to retain the British Matron who has a great personal influence with the local nurses, having trained the majority of them.

Local Doctors.

The Director of Health Services, Dr. Khaiyat, is an exceptionally able man with a large pre-war experience as a Turkish official in Mosul which stands him in good stead administratively. He is popular both with the local doctors and with the British doctors, the value of whose work to the Health Service he

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thoroughly appreciates. Local doctors have worked well in the first-class hospitals in Baghdad, Basrah and Mosul, under British supervision, and there are some very promising young doctors among them who will be fit later to assume responsibility. The trouble still remains, however, of obtaining suitable local doctors for duties outside the three large towns and the experience of the Health Service in that respect during the past year has not been very encouraging.

Assistant Surgeons and Sub-Assistant Surgeons.

Practically all of these are lent by the Government of India and their work generally has been very satisfactory. Of good professional attainments, reliable and hard working, they are all filling responsible posts which will be the first to be filled with 'Iraqis when suitable applicants become available.

Statistical.

The Institutions of the 'Iraq Health Services had 1,500 beds for the first five months of the year and 1,005 for the remaining seven months for in-patients.

During the year 16,483 in-patients were admitted, of whom 13,941 were discharged, and 1,292 died. The total number of out-patients (old and new cases) treated during the year was 575,635.

Infectious Diseases.

The following cases were notified during the year 1922 :—

Cerebro-Spinal Meningitis	12
Chicken Pox	56
Diphtheria	43
Influenza	10
Measles	87
Scarlet Fever	7
Plague	685
Smallpox	1,826
Typhus	48
Anthrax	6
Enteric Group	104
Leprosy	42
Mumps	229
Puerperal Fever	39
Tetanus	14
Tuberculosis (all kinds)	398

Though the above figures represent only a proportion (certainly not more than one-half) of the actual cases occurring in the country, being obtained principally from the larger municipalities, yet on the same standard of notification there is no doubt that many of the more serious epidemic diseases have been more prevalent in 1922 than in 1921.

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Six hundred and eighty-five cases of plague were reported in 1922, as against 137 in 1921; of these cases 377 were reported from Baghdad, 251 from Basrah and 47 from Hillah. Other parts of the country were not affected. The epidemic began about the middle of March, rising to its height in the beginning of June and ceasing, in Basrah and Hillah, in the middle of July. In Baghdad it did not entirely disappear, and cases were reported throughout the year, an increase occurring in November and December. Prospects of a larger epidemic in Baghdad in 1923 were therefore serious, and at the date of compilation of this note these prospects are being fulfilled. 1,862 cases of smallpox were reported in 1922 as compared with 475 in 1921. Of these cases 1,126 were reported from Baghdad, 468 from Mosul, and 151 from Hit. Basrah escaped with only 81 cases, mostly in the beginning of the year. The disease was widespread and cases were reported from all parts of the country. Our records of the disease amongst the Kurdish districts of 'Iraq are very meagre, but although figures of reported cases from these districts are small it is known that a serious and widespread epidemic of smallpox occurred amongst them.

The serious epidemic started in the latter half of the year in the northern part of 'Iraq, particularly in Baghdad and Mosul, as many as 90 cases being reported in one week in October in Baghdad and again in December. A vigorous vaccination campaign was started in all parts of the country and the epidemic assumed mild proportions in January, 1923, though it has not yet died out in any part of the country and small local epidemics are still being reported to date. Cholera has been notable by its absence and few cases of typhus have been reported.

Special Institutions.

X-Ray Institute.

The X-Ray Institute, Baghdad, is the central X-ray institution in the country. It is also the depôt for supplies and repairs to all civil and military X-ray installations. The Institute is well equipped and does excellent work both in X-ray examinations for injuries and disease, and in treatment. The treatment of Oriental Sore by X-rays and by Ionization, and the X-ray treatment of lupus is a successful and very popular branch of the work of this Institute. The X-ray Institute at Basrah has functioned well during the year. Arrangements were made to open a branch institute at Mosul, and by the end of the year a local doctor had completed a course of X-ray training in Baghdad and the installation of the necessary apparatus was in progress at the Mosul Civil Hospital.

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Chemical Examiner's Department.

The general scope of the work of this Department is (*a*) analytical, (*b*) consultant and advisory, and (*c*) investigation and research. The number of official samples examined in the year was 473, compared with 376 in 1921 and 313 in 1920. The total excludes examinations in connection with water chlorination, supervised by the department, and many of the samples included a number of separate specimens. The samples examined were for the Health Service, Customs and Excise, Railways, Public Works Department, Air Force and Military and other miscellaneous departments, and included several medico-legal examinations. In medico-legal questions and in the examination of foodstuffs the Chemical Examiner works in close co-operation with the Chief Pathologist.

The increase in work of this department during the year is gratifying, as showing the increasing appreciation in outside departments of the value of its work. It is trusted that this progress will continue until full advantage is taken of the facilities now afforded. The Chemical Examiner is a highly-skilled officer of wide experience in pure chemistry, trade chemistry, engineering, etc., who can undertake research in any subject. He already gives valuable advice and conducts small researches for various departments which save the Government a large amount of money, and with closer co-operation on the part of other departments his value to the State could be multiplied many times.

Vaccine Lymph Institute.

For the greater part of the year this was situated at 'Amarah, but, for reasons of economy, convenience in despatch of lymph, and for improvement in running, it was transferred in March, 1923, to Baghdad, where it was placed under the charge of the Chief Pathologist.

Fifteen thousand, seven hundred and ninety-five grammes of calf lymph were manufactured during 1922, as compared with 14,513 grammes in 1921. Lymph is made mostly during the first four months and the last three months of the year, a small quantity being prepared only during the hot weather months. Variations in the quality of lymph received in out-stations were reported during the year and alterations in the procedure of issue were made to cope with these complaints. The present procedure is for lymph to be issued in unmixed batches to out-stations. No lymph is issued which is more than six months old, all lymph over that age being automatically discarded. No complaints as to quality have been received since this procedure was adopted.

Anti-Rabies Institute.

In 1921 this was a military institution and was handed over to the Civil Health Service on 1st April, 1922, coming under the charge of the Chief Pathologist. During the twelve months

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under review the Institute has given anti-rabic treatment to 146 cases, 60 of these being from the British Army or Air Force and 86 from the civil population of this country. The efficacy of the treatment has again been proved by occurrences in which more than one person has been bitten by a rabid dog, deaths from rabies occurring amongst those of the bitten who refused anti-rabic treatment, while all those who were treated with a full course escaped the disease.

Chief Pathologist Department.

This has been situated during the year in the Central Laboratory, together with the Anti-Rabies Institute and the department of the Chemical Examiner. The department has very well-equipped laboratories and its scope of work is unlimited. Good work has been carried out during the year, notably in connection with the pathological conditions arising from bilharzia. The move of the Chief Pathologist to the new combined hospital, which should take place in May, 1923, will be a great benefit to this department. The Pathologist's Department, the Anti-Rabic Institute and the Vaccine Lymph Institute will then be all together in one place, in close touch with the Chemical Examiner and in the centre of the hospital from which the majority of the material for examination is sent. Facilities for close co-operation, which will thus be obtained between the pathologist and the doctor, cannot but result in improved diagnosis and treatment in the particular case and in better opportunities for investigation and research amongst the diseases found in this country.

Civil Medical Stores.

No special change has taken place during the year in this department which continues its work of supplying medical stores and equipment to all Civil Health Institutions in 'Iraq and Kurdistan, as well as to such other Government Departments as require drugs and disinfectants, e.g., Arab Levies, Veterinary, Railways, etc.

'Iraq State Railways' Medical Service.

During the year the Railways' Medical Service remained unchanged from the conditions described in 1921, i.e., the railway was divided into two Medical Sections, one from Basrah to Diwaniyah and the other from Diwaniyah upwards to Khanaqin and Sharqat, each section being under the charge of a Medical Officer with a Chief Medical Officer, Railways, residing at Baghdad.

With a general reduction during the year of railway personnel, more particularly in Indian and British personnel, the commitments of railways were reduced and for the financial year 1923–24 the scheme of the Medical Service was revised. As a result of

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this revision the post of Chief Railways' Medical Officer was abolished and railways are now divided into two Medical Sections —Railways South, comprising the whole line from Basrah to Hillah inclusive, and Railways North, comprising the whole railway system north of Hillah. These two sections are under independent charge of two Railway Medical Officers who work in co-operation where their work overlaps, and are under the administrative control of the Railways Directorate and the Health Directorate. A steady improvement has been made during the year in the accommodation and equipment of all railway hospitals and dispensaries, which are now of a satisfactory standard and are quite adequate for railway requirements.

'Iraq Levies Medical Service.

This service remained under the complete administrative control of the 'Iraq Health Service until December, 1922, when Levies Headquarters moved to Mosul. As no useful purpose was then served in the Health Service retaining a control which could not be efficiently exercised at so great a distance from the Health Directorate it was decided that the sole responsibility and control of the Levies Medical Service should be assumed by the S.M.O., Levies (an officer on deputation from the 'Iraq Health Service). This was accordingly arranged and the relation of the Health Service to Levies now remains only one of giving advice, friendly co-operation and assistance when required, to the extent only of its existing resources, without special commitments.

Liwa Medical Services.

Very valuable work is being done by the Civil Surgeons of Liwas and its appreciation by the local inhabitants is shown by steadily increasing figures of hospital attendance. This is shown in out-patient attendances and more significantly in the increased number of surgical operations done by Civil Surgeons in hospitals; operation figures may always be taken as a good index of the confidence felt by the local inhabitants in their medical officers.

Travelling Dispensary.

Civil Surgeons do a large amount of travelling in their districts, but at the same time it is impossible for some of them to tour the outlying parts of their districts as often as is desirable without neglect of the important duties ready to their hands in their established hospitals. Consequently, parts of 'Iraq are practically without any medical facilities, since they are beyond the reach of the Civil Surgeons. Partly to remedy this state of affairs a Travelling Dispensary was formed by the Health Service under a British Medical Officer to tour in turn all parts of 'Iraq which would otherwise not be visited by Health Service officials. The Travelling Dispensary was inaugurated in October, 1922, and

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visited the Shamiyah area, where by various means of transport, the dispensary carried its medical benefits amongst the wildest of the tribes in that area, earning a measure of popularity which must redound to the credit of the 'Iraq Government.

At the end of February the Medical Officer of the Travelling Dispensary contracted anthrax in the course of his duties, but he fortunately recovered after about a month. This delayed our plans for sending the Travelling Dispensary on a tour through the Hammar Lake. This tour has now been begun, but owing to political unrest in the Suq al Shuyukh area it is anticipated that the itinerary will have to be changed and that the Travelling Dispensary will have to be diverted to a tour up the Hai and through the Kut Liwa.

Quarantine Services.

These have worked unchanged throughout the year. Financial stringency on the part of municipalities of Basrah and Baghdad caused a reduction in the activities of the Municipal Health Departments in those towns, but nevertheless, very satisfactory work was done. A Clayton disinfecting barge has been purchased by the Port from the Military authorities for the disinfection of ships in Basrah. The scheme for an adequate quarantine station at Khanaqin has progressed and, in spite of reductions in other activities of the Health Service budget, provision has been made and sanctioned for the construction of a suitable quarantine station this year at Khanaqin. This is urgently required now that the pilgrim traffic has resumed its normal course between Persia and the Holy Cities of 'Iraq. With the facilities for passage by railway that have now been provided from Khanaqin, it is anticipated that an increased pilgrim traffic will have to be dealt with in future years.

Ophthalmic Work.

This forms a special feature of the out-patient work of all general hospitals and dispensaries in 'Iraq. Trachoma is very prevalent varying from 60 per cent. to 80 per cent. in different localities. Two ophthalmic specialists are employed by the Health Service, one being stationed at Basrah and the other at Baghdad. These were employed whole time on their special work during the greater part of the year, but approaching economies necessitated their assistance in other branches of medicine and surgery at their hospitals. It is hoped, however, that this extra employment will not seriously interfere with their special activities. Baghdad has very satisfactory facilities for the treatment of eye diseases. Apart from the Eye Department at the General Hospitals presided over by the Ophthalmic Specialist, there are three Eye Treatment Centres in the city, situated at the Municipal Dispensaries where, under the supervision of the Ophthalmic Specialist, a very large amount of eye

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treatment is carried out. During 1922 a total of 7,582 new cases and 126,960 cases in all were treated in Baghdad at the Eye Treatment Centres and at the out-patient department of the two General Hospitals. These figures speak for themselves and it is obvious that whatever reductions are forced upon the Health Service the facilities for eye treatment must be as far as possible retained.

Maternity Work and Child Welfare.

This useful branch of Health work is carried out mainly in Baghdad and Basrah, where special facilities are provided by the Municipal Health Departments. The Municipal Health Department of Baghdad has a maternity and child welfare branch consisting of a British nurse with an assistant, a local superintendent and four health visitors. These work from the Municipal Dispensaries where advice to mothers on infant welfare and attendance at difficult cases of labour is given. The training of local midwives is also carried out by this staff with a good measure of success. The activities of the Health Department at Basrah are much on the same lines, but are limited by financial restrictions, and the training of midwives cannot at present be carried out. This work will gradually extend as the local inhabitants become educated to the advantages now available and it is satisfactory to note that local appreciation of these benefits is being increasingly shown.

Health Service Institutions on 31st March, 1923.

Baghdad.

New General Hospital and Sarai Wing.
Civil Hospital for Women and Children.
Isolation Hospital.
X-Ray Institute.
Chemical Laboratory.
Pathological Institute and Pasteur Institute.
Civil Medical Stores.

Basrah.

Civil Hospital.
Civil Nursing Home.
Isolation Hospital.
'Ashar Dispensary.
Ma'qil North Dispensary.
Ma'qil South Dispensary.
Zubair Dispensary.
Fao Dispensary.
Qurnah Hospital.
Port Health Service.

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Mosul.

Civil Hospital and Office.
Zakho Dispensary.
'Aqrah Dispensary.
Tall 'Abar Dispensary.
Dohuk Dispensary.

'Amarah.

Civil Hospital.
Vaccine Lymph Institute.
Arbil Hospital.
Ba'qubah Dispensary.
Balad Dispensary.
Diwaniyah Hospital.
Hillah Hospital.
Kadhimain Hospital.
Khanaqin Hospital.
Kut Hospital.
Kirkuk Hospital.
Kifri Dispensary.
Keui Dispensary.
Mandali Dispensary.
Musaiyib Dispensary.
Najaf Hospital.
Nasiriyah Hospital.
Qal'at Salih Dispensary.
Ramadi Dispensary.
Samarra Hospital.
Tiaruq Dispensary.
Karbala Dispensary.
Travelling Dispensary, Shamiyah.
Hindiyah Barrage Dispensary.

4.—The Department of Agriculture.

Conditions of the Season.

The winter crop of 1921–22 benefited from a good distribution of rains and a reasonably high flood. In the wheat belt of upper 'Iraq large areas which had been abandoned during the war were again brought under cultivation. The net result of these conditions was a surplus production of wheat and barley estimated at 200,000 tons. About 150,000 tons from this crop have already been exported and the balance is being withheld in anticipation of an advance in the price of wheat and barley on the world's markets. This is the first year since 1919 that cereals have been exported in bulk from 'Iraq. Appreciable progress has been made in the cultivation of cotton by the Arabs. The total area sown was 1,354 acres, of which only 1,189 acres produced a crop. As in previous years large areas under cotton suffered from shortage of water. The total yield of seed cotton

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was 460,121 lb. Cotton propaganda work is mostly limited to the Yusufiyah, Saalawiyah, Diqala and Hillah areas. The industry is already well established. The British Cotton Growing Association continue to be most helpful in developing cotton cultivation in 'Iraq. They paid Rs.500 per ton for all good quality seed cotton in 1922. The suitability of climatic and soil conditions in 'Iraq to the cultivation of cotton has now been definitely proved. Such being the case, there is every prospect of a considerable extension of cotton cultivation in the near future; but the rate of progress will mainly depend on the irrigation policy and the land policy of the Government.

Agricultural Research.

The main lines of agricultural research undertaken during the year included various field experiments with cotton, wheat and barley, the analysis of soils, the investigation of various insect pests and diseases and the importation of a large number of tree seeds from various countries. Agricultural research work is of vital importance to the agricultural development of the country. The lines of research are mainly confined to those investigations which hold out the greatest prospect of good and rapid financial returns. Much valuable work has already been done, but the value of the work has in many cases been vitiated by the change in the policy of the Department of Agriculture necessitated by a reduction in its budget allotment. Though the work increases from year to year, the budget allotment gradually decreases. There is naturally a minimum beyond which it will be uneconomic, and therefore financially inadvisable, to maintain a Department of Agriculture. The whole object of the Department is defeated unless it has facilities to put into practice the results of its researches where those researches have been definitely proved to be of economic value. The only line of work where the policy has remained unchanged for the past five years is that which concerns cotton development. This work has already borne fruit and there is every indication that the country will materially benefit from it out of all proportion to the expenses incurred by the Government. The principle applies to the present work on wheat and barley, to the control of diseases and insect pests and to various other fields where the work is less advanced than in the case of cotton, but where the material results are equally assured provided there is continuity in the programme.

Cotton Experiments.

The main varietal test designed to discover the variety of cotton best suited to local conditions was continued with 16 varieties, of which six were originally selected as single plants possessing superior characters in 1918. This work has of necessity to be continued from year to year so that any deterioration in the variety originally distributed to cultivators can be

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counteracted by distributing from the central farm each year a relatively pure variety of superior quality. Of the 16 varieties, 11 gave an average yield on six plots exceeding 2,000 lb. of seed cotton per acre. On the basis of prices ruling in Liverpool in December, 1922, the varieties which gave the best financial returns in this experiment were American types with a relatively short staple. When the cotton market becomes more normal and long-stapled cotton again commands its customary premium, we shall probably still find that the variety of cotton at present distributed to Arab cultivators will continue to give the best results. In an irrigation test with cotton it was found that the most favourable date for cutting off the supply of water was during the first fortnight in October. The cultivation of cotton on ridges instead of on the flat continued to give a much higher yield. Voluminous statistics have been collected both in regard to the cotton crop and cereals at the farm at Rustam, but the shortage of staff does not permit for the present of a full analysis of these data. The produce of 120 superior single plants of cotton and the contents of 150 specially selected bolls are being propagated for further study.

Agricultural Chemistry.

The soil survey for the 'Amarah special project scheme has been completed. The results of the chemical analysis indicate that large areas included in this project would have to be reclaimed before they could be expected to grow a profitable crop under irrigation. The water available for irrigation also contains an abnormally high percentage of salt during the summer months. The scheme has been temporarily abandoned. A similar survey of the Saqlawiyah irrigable area has been undertaken. The premilinary investigations seem to indicate that this newly canalised area is becoming saline at an unusually fast rate. The chemical analysis of silt carried in Tigris water in June seems to indicate that the beneficial effect of a deposit of river silt on vegetation, if ascribable to any chemical agency, must be due to the phosphate contained in the silt. This problem has a definite bearing on the irrigation policy of the Government and more especially in so far as it concerns the swamp areas of lower 'Iraq.

Agricultural Entomology.

Much of the time of the entomological staff was spent in testing the efficiency of different kind of chemicals with which to destroy locusts. The habitat of the locust in 'Iraq is largely confined to the more northerly tracts. The outbreak is an annual occurrence, but the damage done to cultivated crops varies from year to year, being dependent upon the growth of natural desert vegetation. The chemicals experimented with were found to be too expensive to be used on a comprehensive scale, but it is probable that an organised attempt to plough up those patches

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of ground where eggs have been laid, to collect eggs on contract and to destroy the nymphs in specially prepared trenches will effect the destruction of most of the locust swarms. It will be impossible for the Department of Agriculture to undertake any such organised campaign unless and until funds are especially allotted for that purpose.

Effective and economic remedies have been found for the *mann* disease and *ghubbar* (or *toz*) disease of dates. Very successful demonstrations were arranged on the former disease near Baghdad and on the latter disease near Basrah. Scantiness of funds does not permit of an extended campaign being undertaken to control these important diseases of the date palm. Two very serious fruit pests were discovered for the first time in upper 'Iraq during the year. One of these is the red scale of citrus trees which has ruined many valuable orchards in California and elsewhere. It would be a great misfortune if it extended to the Diyala area. Much the same applies to the pest known as *plum ceralis* which affects apricots, plums, and other fruit. As communications improve it is not at all improbable that the affected areas will extend. No further work has been done on the *sunn* pest of wheat which destroys hundreds of tons of wheat annually in upper 'Iraq.

Arboriculture.

A large variety of trees was imported during the year. Twenty thousand seedlings were raised and 8,000 were transplanted on to the avenues at the Rustam Farm. Of the exotic varieties eucalyptus, persian lilac, shisham and various acacias are the best suited to local conditions. A plantation of 4½ acres was planted with willows and poplar cuttings, which are making remarkable progress. The systematic cultivation of these trees for firewood and building purposes should give good financial returns. All building timber has to be imported into the country at present, and firewood is brought into Baghdad from fairly long distances.

Agricultural Botany.

In the 1921–22 winter season, 154 pure selections, and in 1922–23, 238 pure selections of wheat have been sown. Of the former, twelve have been selected for propagation on a larger scale on account of their superiority. Barley breeding work is not so advanced. One hundred and thirty-one selections have been grown in single lines for propagation and further study, while 31 of the more promising varieties have been propagated on small plots. In the bulk experiments with imported Indian wheats Punjab 15 and Punjab 11 and Cross 3 continue to give the best results. An 'Iraqi variety of wheat designated B.73 is a constantly heavy yielder on small plots. Most of the varieties of wheat and barley under experiment are either exotic types or types produced by

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crossing 'Iraqi varieties with superior exotic varieties. This work on wheat and barley holds out prospects of considerable improvement being instituted in due course in the cereal exports of 'Iraq.

In an irrigation experiment with wheat it was discovered that two irrigations instead of one increased the yield by 70 per cent. Additional waterings resulted in comparatively slight increases of grain and large increases of straw. It further appears that irrigations given early in the life of the plant chiefly affect the yield of straw, whereas late irrigations mainly affect the yield of grain.

Flax Cultivation.

Further experiments were conducted on flax cultivation, which confirm previous work in that the local conditions are well suited to the cultivation of this crop. Owing to difficulties experienced in handling the crop in previous years a flax scutching machine was imported, together with a flax breaking machine with which it is proposed to handle the experimental crop of the current season.

Dates.

Dates continue to be the most valuable item of export, but 'Iraqi dates still command a very low price on the English and American markets compared with other dates. An official of the Department of Agriculture on his return to 'Iraq from England was permitted to tour the date growing zone of north Africa with a view to investigating the factors which determine the premium normally paid for north African dates. His report is in course of preparation. An experiment conducted on the date crop with various artificial manures was undertaken on behalf of a commercial house in Basrah. Results are inconclusive in so far as the first year's crop was concerned, but it is not improbable that the effect of these manures will be shown in future crops on the same trees. Much work remains to be done in the controlling of insect pests affecting dates and the date palm, and also in instituting improvement in the marketing of 'Iraqi dates. With the present budget provision this form of development cannot be undertaken.

Lift Irrigation.

About 800 irrigation engines belonging to Arabs exist on the banks of the rivers. Of these, 500 are within a radius of 30 miles of Baghdad. Owing to the high price of oil fuel compared with its pre-war price and the relatively low market value of cereals, the further delevopment of riverain areas by means of pumping plant is practically at a standstill. Many of these pump-owners are very wisely taking to cotton cultivation.

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Agricultural Machinery.

Very little work has been done in demonstrating the use of labour-saving machinery as this is a costly undertaking of doubtful economic value in the present state of the country. There is a keen demand from landowners to have their lands ploughed on contract by tractors belonging to a commercial house in Baghdad.

The Director of Agriculture, while on leave, negotiated tentatively with representatives of the Sudan Plantations Syndicate to undertake in 'Iraq a wide development of the irrigated lands on the lines on which large areas have latterly been developed in the Soudan.

Agricultural Education.

During the year good progress was made towards the completion of the research institute and agricultural college at the central farm at Rustam. It will not be possible to start tutorial classes at the college until finances permit of the necessary technical equipment being purchased, a tutorial staff engaged and accommodation arranged for both the pupils and the extra staff. Owing to the present shortage of accommodation the two British officials on the staff will be obliged to reside at the institute.

SECTION III.—THE MINISTRY OF FINANCE.

The State Finances During 1922–23.

Budget Estimates.

The financial position at the beginning of 1922–23 cannot be accurately stated since the settlement of accounts between His Britannic Majesty's Government and 'Iraq as at 1st April, 1921, which formed one of the subjects of discussion at the Cairo Conference, had not been, and has not yet been, completed. The year 1921–22 showed an excess of expenditure over revenue amounting to more than 60 lakhs, which was financed by assets in the possession of the 'Iraq Treasury and (to an extent as yet unascertained) standing at the credit of that Government.

The estimates for 1922–23, which are given in the table on page 99, show an anticipated deficit of approximately 38 lakhs.

Actual Results.

The estimates, however, were not realized, expenditure amounting only to 485 lakhs, approximately, a difference of nearly 59 lakhs, or about 11 per cent., while revenue was only 471 lakhs, a difference of 35 lakhs, or nearly 7 per cent.

The statement on page 100 gives the actuals according to the March, 1923, preliminary accounts.

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Table I.

Budget estimate for the financial year 1922–23.

			Expenditure. Rs.
Chapter	I.	Public Debt	21,81,710
,,	II.	Civil List	10,20,822
,,	III.	Constituent Assembly	4,00,000
,,	IV.	Council of Ministers	1,33,630
,,	V.	Ministry of Finance	47,81,664
,,	V–A.	Department of Customs and Excise	33,84,212
,,	VI.	Ministry of Interior	50,21,464
,,	VI–A.	'Iraq Police	78,33,238
,,	VI–B.	Directorate of Health Services ...	30,03,500
,,	VI–C.	Department of Veterinary and Remounts	2,45,860
,,	VI–D.	Department of Agriculture	6,65,295
,,	VII.	Ministry of Defence	91,84,531
,,	VIII.	Ministry of Justice	16,11,125
,,	VIII–A.	Tapu Department	4,65,820
,,	IX.	Ministry of Education	19,53,908
,,	X.	Ministry of Communications and Works	79,61,665
,,	X–A.	Postal and Telegraph Departments...	52,24,590
,,	XI.	Ministry of Commerce	1,00,000
			551,73,034
		Less Savings estimated to result from reductions in " Pay and Allowances " enforced during the course of the financial year but unallocated to main heads above	7,71,000
			544,02,034

			Receipts. Rs.
Chapter	I.	Taxes on Natural Produce	154,91,011
,,	II.	Stamps, Fees and Registration ...	34,08,300
,,	III.	Customs and Excise	220,07,500
,,	IV.	Commercial Departments	48,77,294
,,	V.	Government Institutions	10,22,979
,,	VI.	Proceeds of Government Properties ...	5,63,200
,,	VII.	Interest Commission, etc.	35,000
,,	VIII.	Miscellaneous Receipts	32,32,030
			506,37,314

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Table II.

		Expenditure.	*Rs.*
Chapter	I.	Public Debt	16,57,515
,,	II.	Civil List	10,08,724
,,	III.	Representative Assembly	—
,,	IV.	Council of Ministers	1,26,379
,,	V.	Ministry of Finance	37,03,580
,,	V-A.	Customs and Excise	21,71,086
,,	VI.	Ministry of Interior	43,65,640
,,	VI-A.	'Iraq Police	75,68,187
,,	VI-B.	Director of Health Services ...	26,99,776
,,	VI-C.	Veterinary and Remounts	2,23,533
,,	VI-D.	Agriculture	6,75,595
,,	VII.	Ministry of Defence	76,31,111
,,	VIII.	Ministry of Justice	14,88,833
,,	VIII-A.	Tapu Department	4,92,511
,,	IX.	Ministry of Education	19,63,171
,,	X.	Communications and Works ...	2,89,792
,,	X.	Public Works Department	34,67,489
,,	X.	Irrigation	35,26,422
,,	X-A.	Telegraphs	19,26,420
,,	X-A.	Posts	23,24,539
,,	XI.	Commerce	1,28,140
			474,38,443

		Receipts.	*Rs.*
Chapter	I.	Taxes on Natural Produce	140,61,638
,,	II.	Stamps, Fees and Registration ...	37,08,186
,,	III.	Customs and Excise	213,82,956
,,	IV.	Commercial Departments	5,78,665
,,	IV-A.	Telegraphs	19,77,929
,,	IV-B.	Posts	10,92,460
,,	V.	Government Institutions	10,99,927
,,	VI.	Proceeds of other Government Properties	8,37,891
,,	VII.	Interest Commission, etc.	1,00,484
,,	VIII.	Miscellaneous Receipts	22,67,838
			471,07,974

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The above figures are not final, and it is known that to them will be added the following large items of expenditure :—

	Rs.
1. 'Iraq contribution to Kurdistan Administration for the year 1922–23.	4,00,000
2. Expenditure on account of Bar Dredger.	3,14,582
3. Adjustments in the Posts and Telegraphs accounts (approximately).	2,55,000
4. Adjustments in the Public Works and Irrigation accounts (approximately).	1,50,000
	11,19,682

It is estimated that the deficit on the year's working is about 15 lakhs. It appears that accurate estimating has not yet been attained. But the factors affecting the accuracy of the estimates of revenue were, in truth, beyond the reach of ordinary provision. Of the total decrease of 35 lakhs, more than 26 lakhs occurred in land revenue (14·29) and Posts and Telegraphs (12·28). The failure of the latter was due mainly to unforeseen reductions in the use of these services by the British Military Forces, while the continued fall in prices accounted for the reduced realizations of land revenue.

Customs and Excise realizations, always difficult to forecast, showed a falling off of 6·25 lakhs below the estimates.

It should be added that, had the Budget been presented in due time, the discrepancy between the estimates and actuals would have been much greater; under land revenue, for instance, the initial estimate was 180 lakhs. For reasons, however, which will be indicated below, the estimates were not presented to the Council until the beginning of the fourth quarter in the year; the experience of nine months thus enabled the Finance Ministry to revise some of their wilder conjectures.

Conditions of Land Revenue.

In fact, however, a state of things has not yet been reached when accurate estimating is possible, especially in the matter of land revenue. A glance at the following figures will illustrate this :—

Table III.

	1920–21.	*1921–22.*	*1922–23.*
	Lakhs.	*Lakhs.*	*Lakhs.*
Land revenue *estimates* ..	233·96	190·33	154·91
,, ,, *actuals*...	172·96	172·63	140·62
Decrease ...	61·00	17·70	14·29

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Perhaps the Finance Ministry may flatter themselves that their accuracy in estimating is improving. On the other hand, the disturbances of 1920 (when the error was largest) may justly be regarded as a more upsetting factor than anything which occurred in the two succeeding years; and, as we have already seen, it was an accident which saved the Ministry from presenting in 1922–23 an estimate of land revenue which would have proved 40 lakhs out. Yet, on the face of it, 180 lakhs was not an unlikely figure for 1922–23 when 1921–22 had actually produced 172·63, and there was no reason to foresee deterioration. The explanation of the drop in land revenue is, no doubt, the fall, the continued and devastating fall, in prices of grain. The following table of conversion rates in the two past financial years is significant.

Table IV.

Shitwi Conversion Rates.

Liwa Headquarters.	*Wheat.*		*Barley.*	
	1921–22.	*1922–23.*	*1921–22.*	*1922–23.*
	Rs. per ton.		*Rs. per ton.*	
Baghdad ...	250	90	120	37
Diyala	320	100	120	35
Mosul	384	83	229	47
Hillah	220	80	100	40
Diwaniyah ...	220	100	100	40
Muntafiq ...	260	106	104	63
Basrah	400	133	200	70
'Amarah ...	280	86	147	53
Kut	340	114	165	55
Dulaim	225	100	110	50
Karbala	400	80	150	40
Kirkuk	300	62	200	31
Arbil	220	50	140	30

Note.—Rice which is cultivated to an important extent only in the Shamiyah area, shows almost equal depreciation in value.

The factor of inability to enforce collection must also be taken into account. This had been very marked in the two years preceding that under review, i.e., in 1920–21, and 1921–22, especially in 1920–21, the obvious cause being the dislocation and destruction caused by the disturbances. Of the demand of these two years, some 40 lakhs were outstanding in 1922–23; and the estimates of that year were affected by uncertainty as to the extent to which these arrears were susceptible of collection. As a matter of fact, a very small part was realized.

Of the demand for 1922–23, as revised after the final estimation and determination of conversion rates, 83·57 per cent. was collected during the year.

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It is clear, therefore, that land revenue is a very uncertain source of income; apart from political and administrative difficulties affecting the work of collection, there are two main elements of uncertainty, viz., the variableness of out-turn and the fluctuation of prices. As, with the exception of a limited number of fixed assessments (representing not more than 20 per cent. of the whole land revenue), the demand is based on the produce converted into money rates, it is evident that accurate estimating is at present impossible; and the Finance Ministry will for long be unable to predict with any degree of certainty (within, perhaps, a 20 per cent. margin of error) of what resources they will be able to dispose during any given year.

Customs and Excise.

Customs revenue at present furnishes the largest contribution to the income of the State, but this has not always been the case, and this source of revenue is not less uncertain and fluctuating than that derived from the land. Like the latter, it is mainly on an *ad valorem* basis, and has, therefore, been much affected by the fall in the world prices during the last two years. It is also influenced by the state of the Persian market, which has recently been unstable, and by the competition of other routes to that important destination.

The following table gives the total value of imported goods during the year under review and the two preceding years, and the total revenue from customs duties realised during the same period.

Table V.

	Calendar year.		
	1920.	*1921.*	*1922.*
*Value of Imports (in lakhs of rupees)	2,327	2,056	1,673
	Financial year.		
	1920–21.	*1921–22.*	*1922–23.*
Customs revenue (in lakhs of rupees)	†271	194	165

The trade with Persia produces a revenue from transit dues worth about 10 lakhs annually. During the financial year 1922–23 the actual revenue from this source was 8·50 lakhs.

In addition there is the incalculable, but not inconsiderable, revenue from goods not declared in transit, but paying full import and export duties. The Persian market is, therefore, one of considerable direct value to 'Iraq, and of perhaps still greater indirect value in the return it yields to the various transport agencies, private and public, and to the middleman in Basrah and Baghdad. The wealth enjoyed by the latter in consequence of this trade does not yet bear its fair share of the burdens of the State.

* Customs trade statistics have hitherto been maintained for the calendar year. In future, they will relate to the financial year.

† Includes transit suspense receipts (approximately 50 lakhs). Such receipts have been treated as deposits in subsequent years.

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The revenue from excise duties is shown in the following table :—

Table VI.

1920–21	...	...	...	No figure available.
1921–22	...	...	...	37·36 lakhs.
1922–23	...	...	...	36·60 lakhs.

The cost of collection of customs and excise revenue during 1922–23 was about 6 per cent. of the gross realizations.

Public Expenditure.

The salient feature of the year under review in relation to public expenditure was the formation of an Economies Committee. Its business was to examine the Government's expenditure and revenue, and to make such recommendations for the reduction of expenditure and increase of revenue as would enable the State to balance its budget. It took up its labours at the point which had been reached by departmental economies, and it was expected to consider also the advisability of changes in policy to achieve the desired end.

The economies recommended by the Committee fall under two heads (i) changes affecting the general conditions of service, and (ii) reduction or abolition of items of expenditure in departmental budgets.

The first class included the following :—

(*a*) A general graduated reduction in the salaries of local pensionable officials.

(*b*) A reduction in the pay of non-commissioned ranks in the Army and Police (which are non-pensionable). This had been initiated some months earlier.

(*c*) Reduced employment of foreign officials. This recommendation took the form of a suggestion that the numbers rather than the emoluments of foreign officials should be reduced, but, as the Committee did not make specific proposals in this respect, it is not possible to assess the financial effect of this recommendation. Considerable reductions in number have, however, taken place, amounting, perhaps, to 20 per cent. of the cadre as it existed at the beginning of the financial year 1922–23.

(*d*) A reduction in ration allowances. A considerable cut had been made by the Ministry of Finance in the previous April, but the Committee found room for still further reduction.

(*e*) A curtailment in departmental motor transport. The few remaining touring cars maintained by Departments were now withdrawn.

(*f*) Slight reduction in transport allowances granted to officials.

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The approximate financial effect of the above reforms is indicated in the following statement. It should be noted that most of the reforms were in fact put into operation before the Committee's recommendations were brought before the Council, and in the case of 1 (*b*) (ii) and 2 the figures include the result of savings effected before the Committee's reported appeared :—

	Estimated saving during the year 1922–23.	*Estimated saving for a full year.*
(1) Reduction in pay of :—	*Rs.*	*Rs.*
(*a*) Local pensionable officials ...	3,50,000	7,00,000
(*b*) Non-pensionable officials :—		
(i) Rank and File of Army ...	1,40,000	2,56,728
(ii) Police	2,75,000	3,71,640
(2) Reduction in or abolition of ration allowances	4,96,590	7,67,880
(3) Mechanical transport :—		
(i) Government touring cars...	32,000	48,000
(ii) House to office allowances	—	9,000
(4) Telephones	2,000	2,000
(5) Concession of free issue of school books and stationery to scholars attending Government schools	20,000	60,000
Total	13,15,590	22,15,248

The second class of the Committee's recommendations referred to detailed reductions which need not be enumerated in full. The approximate financial effect was a total saving calculated at a little more than 36 lakhs in the current year, and about 44·50 lakhs in a full year.

Apart from the general economies introduced into the administration, an attempt was made in the latter part of the year to check the growth in military expenditure, which appeared to the Colonial Office to be increasing somewhat more rapidly than the resources of the country, burdened as they were by a heavy overdraft from the preceding year, were able to support. A committee, presided over by the Air Officer Commanding, examined the 'Iraq Army and Police budgets, and recommended a reduction to approximately 66 and 59 lakhs respectively, the provision in the budget being then 80 and 67 lakhs.

Administration.

The financial year opened in the middle of a Cabinet crisis, which left the Ministry without a Minister until the middle of April. The Adviser was absent on leave from April to November. Another Cabinet crisis occurred in the late summer, which again

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caused a vacancy in the post of Minister for two months, after which the Minister (Sasun Effendi) was for some time incapacitated by illness.

These incidents, coupled with protracted efforts of the Ministry to cover, or at any rate largely reduce, the deficit in the finances, delayed the presentation of the budget estimates to the Council of Ministers until January, 1923.

There were also considerable difficulties in connection with land revenue administration, which had been transferred from the Ministry of the Interior to that of Finance in the second half of the preceding financial year.

The joint responsibility of the district authorities to the two Ministries led to misunderstanding and consequent lack of efficiency. The solution of the problem has not yet been found.

Accounts and Audit.

The task of changing the accounting system in the liwas to conform to the new budgetary classifications and system of revenue administration, and converting the accounts into Arabic, was successfully accomplished during the year. This was a very creditable performance on the part of the Accountant General and his staff. The Accounts Section of the Department was also reorganized, and its strength considerably reduced. The reduction was ostensibly as great as 50 per cent., but a section of the former establishment was retained for the purpose of clearing up the accounts of the former Civil Administration with India and His Britannic Majesty's Government to the end of March, 1921. This special work is not yet entirely finished.

Another important reform introduced during the year was the formation of a staff of Inspectors for the purpose of inspecting liwa accounts. Owing chiefly to scarcity of trained officials, it has not yet been found possible to undertake the systematic inspection of department accounts also, but a considerable amount of work was done in the examination of liwa accounts.

Movement of Specie.

The Customs statistics show that imports of specie on private account amounted during the year to 64 lakhs, while exports amounted to 438 lakhs. The figures include 11 lakhs and 83 lakhs, respectively, of currency notes. The net export of 374 lakhs was, no doubt, due to the necessity for financing an excess of imports over exports of merchandise amounting to some 600 lakhs. The balance of 226 lakhs was, no doubt, covered mainly, or perhaps, entirely, by British military and other expenditure in 'Iraq, which constitutes probably the only "invisible export" of any importance. But statistics are at present far too meagre to enable any accurate conclusion on this subject to be drawn, and it is quite possible that a considerable part of the export of specie was for the purpose of making investments abroad. Whatever the cause, the effect was very embarrassing to the banks

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and large users of specie, and the phenomenon has stimulated the movement towards the creation of a national currency. The danger is perhaps occasionally overlooked that the remedy may be worse than the disease.

The figures given at the beginning of this paragraph include 21 lakhs of soiled notes returned to India on Government account, and 10 lakhs imported on Government account. The corresponding figures for the preceding year were 103 and 140 lakhs respectively. During that period, however, the provision of currency for British military purposes was undertaken by the local Government. The responsibility was transferred to the High Commission in April, 1922.

Basrah Port.

Position at Beginning of Year.

Considerable progress was effected during the year under report in the economical and efficient administration of the Port, which may be considered to have been working prior to this period under abnormal conditions due to the preponderance of military traffic and the necessity of maintaining the services of the Port to cope primarily with such traffic, rather than to meet the needs of commerce. The year under review may be said to have been the first year of working under normal conditions on a commercial basis, military movements being regular and calculable. The outlook at the beginning of the year was not bright; the lean years following the war had arrived and the trade outlook was such as to invite doubts as to whether the Port could be managed as a self-supporting concern, so that the general situation called for, and received, anxious thought when the year opened. Most careful consideration was given to all suggestions, and it was decided that the Port should be administered as a Government Department for at least two years, by the end of which period it is hoped that it may be possible to form a Port Trust with such executive powers as can then justifiably be accorded to it. That this decision was sound is apparent from the results obtained.

Budget and Accounts.

The estimated receipts and expenditure for the year were accepted as follows :—

Receipts	Rs.25,74,413
Expenditure	,, 25,71,448
Estimated surplus ...	Rs. 2,965

The actual receipts and expenditure resulted as follows :—

Receipts	Rs.33,30,423
Expenditure	,, 23,49,518
Surplus	Rs. 9,80,905

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These figures show a considerable increase in revenue over the estimates, which is due chiefly to large and unanticipated exports of grain, one of the most notable circumstances of the year's working. During the years of war, grain shipments had to all intents and purposes ceased and it was not anticipated that the resumption of the trade would begin at such an early date. The fact that it took place when it did is a matter for satisfaction. Exports of grain began in May and increased steadily to the end of the year, 150,687 tons having been exported by the end of March. Other tonnage was normal and approximated closely to the figures in the estimates.

The actual expenditure as shown above is less than the amount estimated, but the budget estimates included a sum of Rs.3,85,759 on account of depreciation which has not been brought to account in the figures above. Including that item, the actual expenditure is in excess of the estimates by Rs.1,63,820. This, however, is a natural corollary to the increased traffic resulting in the increase of revenue explained above.

Economies Effected.

During the previous year, 1921–22, the total expenditure was Rs.41,00,000 and a comparison of that figure with Rs.23,49,518 for 1922–23 demonstrates that the economies effected prior to and during the year under review have been substantial and effective. Personnel has been steadily reduced wherever possible and all heads of expenditure have been thoroughly investigated and pruned down, wherever possible, without detriment to efficiency. It is felt, however, that the limit of reduction has now been reached and that it will be necessary in future to concentrate more upon revenue earning capacity than upon cutting expenditure. At the same time it was realised that the Port charges were capable of reduction, following upon the successful working of the year, and proposals were submitted at the end of the year, and subsequently accepted, for modifications, involving substantial reduction in the scale of charges.

Ownership of the Port.

Proposals were put forward at the end of the year under review, whereby the Port, which, although in the main British Government property, had been under the administration of the 'Iraq Government since 1920, should be taken over finally by that Government and whereby the capital value of the Port, based upon the valuation made by Mr. Waller in 1922, should be repaid from surplus Port revenues by yearly instalments at favourable rates. There appears to be no obstacle to the conclusion of an agreement on these lines. A full and complete report of the activities of the Port during the year under review has been published in 'Iraq under the title "Basrah Port, Administrative Report for 1922–23."

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SECTION IV.—THE 'IRAQ ARMY.

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1. General Remarks.

In 1922–23, it was the policy of the Ministry of Defence, by stabilizing the organization and increasing the efficiency of existing units, to create machinery for future expansion, rather than to expand prematurely with a resultant sacrifice of efficiency. In adopting such a policy, the Ministry took it for granted that units would not for the present be called upon to participate in active operations and that continuous concentration on training would be possible throughout the year. Unfortunately, practically every unit in the army was called away at one time or another to aid the civil power or co-operate with the British forces on the northern frontiers, and, as a consequence, progress in technical training has been considerably less than was expected.

Progress received a further set-back by the abolition, for reasons of urgent economy, of the 'Iraq Military College, which provided the very necessary stimulus to professional training throughout the army.

Despite the above disadvantages, there has been a marked improvement in the physique and soldierly bearing of the rank and file, due largely to the gradual awakening of a national spirit and the fostering of esprit de corps. While there has been this improvement in the soldier, who gives every promise of turning into first-class fighting material, the same, unfortunately, does not apply universally to the officers, many of whom have shown themselves lacking in soldierly instinct and the energy so necessary for proficiency. The fact no doubt is that a great many of these are too old to be impressionable. Trained and educated as they all have been in the old Turkish school it is not easy for them to absorb and impart a new system of training in which

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they themselves have only reached the elementary stage. It is hoped, however, that the prevalence of a more defined and healthy political atmosphere will generate an increased enthusiasm. Although politics are strictly kept outside the army, a political foundation is necessary for army personnel if they are to rise above the condition of mere mercenaries. The officer question in the 'Iraq Army is one of absorbing interest and will be studied most carefully during the present year. Every assistance that is possible is given by the small staff of British Liaison Officers and considerable improvement is anticipated.

2. Operations.

The army, although handicapped by being no more than partially trained, was called on during the year to take part in active operations. Those, to its credit, it carried out efficiently and proved of no little value to the civil arm in dealing with recalcitrant tribes.

In April a column consisting of the 1st 'Iraq Cavalry, less one squadron, and the 1st 'Iraq Infantry, less two companies, proceeded to Nasiriyah and Samawah and succeeded in stabilizing the situation in these parts.

In July, at the request of the Ministry of Interior, a detachment of 'Iraq Cavalry marched to Sinjar to restore order among the tribes in that area.

On 7th September, at the urgent demand of the Ministry of Interior for military intervention, and despite the protest of the Ministry of Defence that time for training was not being given, a Column, composed as under, left Baghdad on a pacificatory and punitive mission to Rawah :—

1st 'Iraq Cavalry, less two squadrons.
2nd 'Iraq Pack Battery, less two sections.
Machine-Gun Detachment.
2nd 'Iraq Infantry, less two companies.

The 'Anah–Rawah area had for a considerable time been unamenable to Government, outlaws had been harboured and commerce between Baghdad and Syria rendered precarious and often impossible. The Column reached Rawah on the 22nd and after a sojourn of several days arrested most of the outlaws wanted, destroyed their houses and collected the money and rifle fine imposed upon the town of Rawah. From every point of view the Column was a success and restored Government prestige in an area where it had ceased altogether to exist.

On 19th December, the following Column :—

1st Cavalry, less two squadrons.
One Section 'Iraq Pack Battery.
1st 'Iraq Infantry, less two companies.
Machine-Gun Detachment.

marched from Baghdad to Samarra to undertake punitive measures against the 'Ubaid tribe. Again the Column was successful,

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compelling the turbulent Al Bu 'Alqah and Al Bu Haiyaza' Sections of the 'Ubaid to pay the rifle and monetary fine imposed by Government.

In the beginning of the present year, when the situation on the northern front seemed to indicate a possible Turkish irruption on Mosul, the 2nd 'Iraq Infantry moved to Sharqat for duties on the Mosul–Sharqat line of communications, while the 3rd 'Iraq Infantry was employed in defensive posts on that line of communication at Hatra, Qaiyarah, Hamman 'Ali and Hadraniyah. Meanwhile the 2nd 'Iraq Cavalry in Mosul and the 3rd 'Iraq Cavalry in Tall 'Afar were given a definite offensive rôle in the case of a Turkish move. As the Turkish horizon cleared, the British forces were largely moved from Mosul area to deal with an untoward political situation in southern Kurdistan. The 'Iraq Army was asked to take over the frontier posts of 'Aqrah and Zakho in order to release British troops for the above move, and thus became definitely responsible for the protection of the frontier against Turkish aggression. The 2nd 'Iraq Infantry was moved to Mosul, relieving the 3rd 'Iraq Infantry which proceeded to the frontier posts mentioned above. At present, therefore, the greater part of the combined British and 'Iraqi force charged with the defence of the northern frontier is found from the 'Iraq Army. The latter is thus performing a rôle which it was never contemplated that it would have to play with its present inadequate strength.

In the latter days of March, the units of the Baghdad garrison were employed in repairing flood bunds and in supervising recalcitrant coolies, essentially the duty of the police forces, but constituting another testimony to the army's efficacy and usefulness to the civil arm.

3. Recruiting.

The monthly recruiting figures are as follows :—

April, 1922	348
May, 1922	308
June, 1922	467
July, 1922	328
August, 1922	87
September, 1922	152
October, 1922	76
November, 1922	165
December, 1922	155
January, 1923	236
February, 1923	114
March, 1923	172
Total	2,608

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In July, 1922, the 'Iraq Army was practically up to full strength and therefore in August few men were enlisted.

In September the pay of the soldier was reduced from Rs.40 to Rs.30 per mensem, and this naturally had an adverse effect on recruiting.

During the year the recruiting centres at the under-mentioned places were abolished and the number of recruiting officers cut down to 16.

Mu'adhdham,	Diwaniyah,	Hindiyah,
'Anah,	Karbala,	Daltawah,
Kadhimain,	Samarra,	Ramadi.
Kut,		

There is an idea that the bulk of the 'Iraq Army is recruited from townsmen and the corollary is drawn that the rank and file are of soft, effete stock. This is not so; a very large proportion of the men are of tribal stock, e.g., the 1st 'Iraq Infantry are 74 per cent. tribal and the 1st 'Iraq Cavalry 37 per cent. The misapprehension would appear to have arisen from the fact that the 'Iraq Army enlist from the " towns and settled villages of 'Iraq." The inhabitants of the settled villages are all tribal cultivators, and the class of man who will enlist in the army from the towns for Rs.30 per mensem (if not a Kurd) is usually a tribal man who has drifted to the towns in search of employment, or the son of such a man. A fair proportion (25 per cent.) of the officers of the 'Iraq Army are of tribal stock, the 'Azzah, Jubur, 'Ubaid and Baiyat being best represented.

4. Military Education.

A. 'Iraq Military College.

I. General.—In 1921–22 the College was largely handicapped by the hurried improvization of training and administrative machinery to meet the immediate need of officers and N.C.O.s in forming units. As a result, the training was neither systematic nor thorough, while organization was unstable. It was hoped with the experience of the previous year and an improved administration, not only to increase the efficiency of training but to widen the training activities of the College in 1922–23.

After Ramadhan, the College opened with the following wings :—

Cadets.
Musketry.
Signalling.
Junior Commanders.

In August all cadets were passed into the Army and the remaining wings were accordingly increased. Meanwhile the administration and organization, while it became stabilized, had acquired the elasticity necessary for further expansion.

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On 3rd January, 1923, just when it had reached its acme of training and administrative efficiency the College was abolished in accordance with the recommendations of an Economies Committee.

II. Training Staff.—During the period under report, while the British Staff was maintained at its previous strength, the 'Iraqi Staff was increased from five officers to eleven officers and six N.C.O.s, commensurate with the expansion of College activities, and in furtherance of the principle of ultimate 'Iraqi control.

III. Courses.—The following courses were held throughout the period of the existence of the College in 1922 :—

1. Cadets : 1st April to 31st August ; 45 officers.
2. Signalling : 1st April to 30th September ; 11 officers, 5 N.C.O.s.
3. Signalling : 7th October to 3rd January ; 6 officers, 10 N.C.O.s.
4. Musketry : 1st June to 10th August ; 9 officers, 9 N.C.O.s.
5. Musketry : 17th August to 3rd November ; 12 officers, 18 N.C.O.s.
6. Musketry : 8th November to 3rd January ; 6 officers, 62 N.C.O.s.
7. Junior Commanders : 23rd August to 16th November ; 37 N.C.O.s.
8. Junior Commanders : 25th November to 31st January ; 6 officers, 102 N.C.O.s.

The total number passing through the College in 1922–23 were therefore :—

Officers ... 95. N.C.O.s. ... 253.

In addition to supervising and giving instruction on the above courses, the British officers were employed in carrying out inspections in units.

IV. Results.—While the results of College instruction are bound to bear good fruit in the future, it must be realized that, since its formation, the College has had little time to carry out anything but the elementary training of officers and N.C.O.s. The tactical training of officers has never been seriously tackled, and it is perhaps in this direction, more than in any other, that progressive instruction must be insisted on in future. Instruction in administration was naturally limited and must receive further attention. In addition, with the adoption of automatic rifles and grenades as an integral part of its fighting equipment, the army must be supplied with the necessary instructors in these weapons.

In the past the College set the criterion of efficiency for the army, ensured uniformity in training and guided military thought along modern and progressive lines. Its non-existence must inevitably react on the efficiency of the army.

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B. Courses of Instruction.

In addition to the courses of instruction held in the 'Iraq Military College, the following courses were held during the year :—

1. Artificers' Course for 20 men.
2. Farrier Course for 12 men.
3. Cavalry Course for officers and 40 N.C.O.s.
4. Machine-Gun Course for 6 officers and 6 N.C.O.s.
5. Lewis Gun Course for 5 officers and 6 N.C.O.s.

C. Translating Department.

The following list shows the scope and amount of work carried out by the Translating Department during the year :—

1. Physical Training Lecture.
2. Appreciation Lecture.
3. Attack, Lecture (Tactics).
4. Defence, Lecture (Tactics).
5. Protection, Lecture (Tactics).
6. Uncivilized Warfare (Tactics).
7. Tactics (System of) (Tactics).
8. Marching (Tactics).
9. Musketry (Opening Lecture).
10. Musketry, Lecture 1.
11. Method of Musketry Training, Lecture II.
12. Musketry, the Initial Hour of Training, 1.
13. Trigger Pressing.
14. Aiming (Musketry).
15. Initial Hour of Training (B).
16. Sequence of Training (Musketry) (A).
17. Sequence of Training, Trigger Pressing (Musketry) (B).
18. Care of Arms (Musketry Lecture).
19. Aiming (Sighting).
20. Sequence of Aiming Instruction, VII.
21. Musketry Instruction, Standing Position, Lecture VIII.
22. Musketry Instruction, Kneeling Position, Lecture IX.
23. Musketry Instruction, Lying Position, Lecture X.
24. Theory, Elementary, XI.
25. Notes on Theory, 1, XII.
26. Judging Distance, XIII.
27. Notes on Judging Distance, XIV.
28. Visual Training, etc., XV.
29. Position Behind Cover, XVI.
30. Sequence of Training, Position Behind Cover, XVII.
31. Aiming Instruction, 2.
32. Aiming Instruction, 3.
33. Rapid Firing, XX.
34. Snapshooting, XXI.
35. Fire Orders, XXII.

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36. Aiming on the Ground, XXIII.
37. The Use of Ground, XXIV.
38. Fire Discipline Training, XXV.
39. Preliminary Arrangement before Commencing Range Exercises, XXVI.
40. Range Discipline, XXVII.
41. Firing Points Discipline.
42. Final Lecture, XXVIII.
43. Director's Report on 1st 'Iraq Battalion.
44. Financial Instructions (a pamphlet).
45. Standing Orders, 'Iraq Military College (a pamphlet).
46. Signalling in Battalion.
47. Musketry Regulations (general instructions).
48. Physical Training, Mounted.
49. Squad Drill, Words of Command.
50. Platoon Drill, Words of Command.
51. Company Drill, Words of Command.
52. Extended Order Drill, Words of Command.
53. Battalion Drill, Words of Command.
54. Physical Training Table, I, II, III, IV.
55. Preliminary Arrangements.
56. Butt Registers (Sheets).
57. Musketry Regulations, Addendum (1917).
58. Cavalry Training Manual, Elementary Chapter.
59. Cavalry Training Manual, Chapters 1 to 12.
60. The Mechanism of the Rifle.
61. Parts of the Rifle.
62. Infantry Training, Vol. I (new edition).
63. Infantry Training, Vol. II (Chapters 1 to 4).
64. Infantry Training, Words of Command (new).
65. Physical Training Manual.
66. Cadets Clothing, etc.
67. Infantry Training Lectures.
68. Infantry Training Lectures.
69. Infantry Training Lectures (63 lectures).
70. Signalling.
71. Signalling, Chapters 1 to 8.
72. Lamp, Electric, Signalling.

5. Medical.

(*a*) There were three Military Hospitals in 1922: One equipped for 50 beds in Baghdad, one for 50 beds in Mosul, and a third equipped for 12 beds in Hillah.

(*b*) A Field Ambulance was equipped and completed during the year.

(*c*) One thousand, six hundred and ninety-five cases were admitted and treated during the year.

(*d*) There have been 26 cases of death, 14 in hospital and 12 out of hospital. Of the latter, four were due to heat-stroke,

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three to drowning, three to railway and other accidents, one to gunshot wound (criminal) and one to gas poisoning in a sulphur spring.

(*e*) Prevailing diseases :—

Eye trouble (Trachoma).
Malaria.
Venereal.

6. Veterinary.

The strength of the personnel of the Veterinary Service of 'Iraq Army, during the year under report, remained the same as it existed in the preceding year.

Administrative British Personnel.

As in the previous year, the Director of the Civil Veterinary Department continued to act as Veterinary Adviser to the 'Iraq Army for reasons of economy.

The number of 'Iraqi Veterinary Officers was four—one in charge of Remounts and the rest supervising formations.

The Civil Veterinary Departmental Officers have rendered all veterinary assistance in areas where no Army Veterinary Officers were stationed.

Veterinary Hospitals.

These exist in Baghdad, Mosul, Tall 'Afar and Hillah. The Director of the Civil Veterinary Department regularly inspected the hospital at Baghdad; the Civil Veterinary Officer, Hillah, inspected the animals there once a week and submitted his report to the Headquarters.

Veterinary Equipment and Veterinary Stores.

These were issued from the Civil Veterinary Store, Baghdad, on indents which were all scrutinized by the Director.

Reports and Returns.

A weekly return of sick and lame animals was submitted by each Veterinary Officer, for the units under his charge, to the Veterinary Adviser, and veterinary history sheets for all animals were compiled and kept with the unit Commanders.

Health of the Animals.

The total number of animals treated in hospitals and sick lines was 2,657. Of these, 2,410 returned to duty and 152 died of disease or were destroyed as incurable. 95 remained under treatment. With the exception of one case of anthrax, no other case of contagious disease occurred during the year.

The total strength of animals is, horses 546 and mules 1,724.

Shoeing has greatly improved during the year. At the Civil Veterinary Hospital altogether 14 soldiers underwent training in shoeing and dressing. Of these, seven were passed out, two returned as unfit and five are still under training.

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General Remarks.

The condition of all animals has been well maintained. The percentage of losses, viz., 14 per cent., is considered low, as it includes 61 walers, the majority of which were cast and destroyed on account of age and debility.

7. JUDICIAL.

The " 'Iraq Army Proclamation (Provisional), 1921 " is still in force, but it is hoped during 1923 to adapt the Manual of Military Law of the Egyptian Army for use in the 'Iraq Army. The Egyptian Manual is itself an adoption of the British Manual of Military Law.

During the year, 64 Courts-Martial were held and 12 cases occurred of soldiers of the 'Iraq Army being sentenced by Civil Court.

The commonest kind of serious crime in the 'Iraq Army is " absence without leave."

8. DISPOSITION AND STRENGTH ON 31ST MARCH, 1923.

Baghdad:

Army Headquarters and Departments.
1st 'Iraq Cavalry less 1 Squadron.
2nd Transport Company.
2nd 'Iraq Pack Battery less 1 Section.
1st 'Iraq Infantry less 1 Company.

Daudiyah:

1 Squadron, 1st 'Iraq Cavalry.

Hillah:

1 Company, 1st 'Iraq Infantry less 2 Platoons.

Samawah:

2 Platoons, 1st 'Iraq Infantry.

Sharqat:

1 Platoon, 2nd 'Iraq Infantry.

Mosul:

Headquarters, Mosul Liwa.
2nd 'Iraq Infantry less 1 Platoon.
2nd 'Iraq Cavalry.
1st Transport Company.
1st 'Iraq Pack Battery.
1 Section, 2nd 'Iraq Pack Battery.
Military Police.
Medical Corps.

Tall'Afar:

3rd 'Iraq Cavalry less 1 Squadron.

Huqnah:

1 Squadron, 3rd 'Iraq Cavalry.

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Zakho:

3rd 'Iraq Infantry less 2 Companies.

'Aqrah:

2 Companies 3rd 'Iraq Infantry.

9. Establishments.

The establishment and organization existing at the end of 1921–22 was maintained in 1922–23 with the exception of the 'Iraq Military College, which was abolished in January, 1923.

10. Supply of Rations for Men and Animals.

The provision of rations for men and animals was arranged by contract, and on the whole the system has worked well and has proved economical. The units were frequently employed on minor operations, and in no single instance did the contractors fail to provide.

The area for which the 'Iraq Army is responsible was subdivided into two portions and tenders were invited every six months for the supply of rations for the succeeding six months for men and animals stationed or operating in these two areas. The area north of the line drawn from Al Qaim on the Euphrates to the mouth of the Lesser Zab and along the Lesser Zab was under the responsibility of the Officer Commanding the brigade at Mosul, and south of this line the area was under the direct responsibility of Army Headquarters.

The scale of rations for men and animals per diem was as follows :—

Men.

Article.	*Quantity. Winter Months. Dec., Jan. and Feb. grammes.*	*Quantity. Summer Months. March to Nov. grammes.*
Flour	560	560
or		
Biscuits	560	560
or		
Bread	800	800
Meat	180	180
Rice	180	180
Ghi	30	30
Salt	20	20
Sugar	10	10
Tea	2	2
Fresh Vegetables	500	500
Fresh Fruits	250	250
or		
Potatoes, Lentils, Lubias, Onions	250	250
or		
Dry Vegetables	100	100
or		
Dry Fruits	200	200
Fuel	800	700
Kerosene Oil	15	10
Soap	10	10

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Animals (with Units).

	Barley. Kilo.	*Bhoosa. Kilo.*	*Salt. Grams.*	
Australian and English Horses	5½	6½	28	One kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
L. D. Mules	5	5½	28	Do.
Arab Ponies and Country Breds	4½	5½	28	Do.
Mountain Battery Mules ...	4½	5	20	Half kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
A. T. Mules	3½	4	14	Do.

Animals (Remounts).

Australian and English Horses	3½	7	28	One kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
L. D. Mules	3½	7	28	Do.
Arab Ponies and Country Breds	2½	6	20	Do.
Mountain Battery Mules ...	2½	6	20	Half kilo or less of bran may be drawn in lieu of equivalent weight of barley at unit's discretion.
A. T. Mules	2	5	14	Do.

The contractors also had to provide green fodder throughout the months of March and April at the rate of two kilos of green fodder in lieu of one kilo of bhoosa, subject to a maximum of 50 per cent. of the bhoosa rations.

The cost of these rations per diem was as follows :—

April 1922 to September 1922.

	As.	Ps.
Baghdad:		
Men	9	4
Animals	5	5
Mosul:		
Men	8	3
Animals	7	4

October 1922 to March 1923.

Baghdad:		
Men	7	0
Animals	5	9
Mosul:		
Men	8	10
Animals	7	4

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11. Ordnance Services.

General.

This department began to function during July, 1921, and was severely handicapped at first owing to lack of experienced personnel and want of storage accommodation.

The department was organized by the Minister's instructions on the British Army system, and though some 'Iraqis were forthcoming with experience under Turkish regime, none were acquainted with the British Army system and they had to learn.

The necessary storage accommodation became available in April, 1922, when the Citadel was handed over to the 'Iraq Army, and this has enabled the department to carry out its duties more efficiently.

The department has had the services of an experienced officer from the British Army Ordnance to assist and advise them, and his services have been inestimable.

All the provision work and preparation of annual demand statements has been carried out by the Ordnance Adviser up to date, but we hope that the C.O.O. will himself be able to prepare the next annual demand statements.

The department has been handicapped to a great extent by lack of equipment tables and regulations generally. This is entirely due to lack of translators. The nomenclature of all stores has yet to be translated. The Ministry of Finance have realized the necessity for a translator in this department, and have approved of the appointment of one for the next financial year. Great progress should, therefore, be made during the next few months in the translation of equipment tables.

Stock and Store Rooms.

On the formation of the 'Iraq Army, G.H.Q., British Forces in 'Iraq, issued instructions to their Ordnance Departments to render the 'Iraq Army as much assistance as possible. Much assistance was given, which was greatly appreciated, and consequently the majority of our present equipment consists of British Army surplus stocks purchased through the Disposals Board.

At the time purchases of clothing were made, it was essential to obtain sufficient clothing to camp recruits on enlistment, and, as sufficient new surplus clothing was not available, some partly worn was accepted. This proved a most uneconomical procedure, and, if possible, should never be repeated.

To obtain clothing and other requirements for 1923–24, tenders were advertised locally as well as in England and India. A great deal of stores tendered for are now due from England, and the

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Minister would like to place on record his appreciation of the assistance rendered by the Overseas Trade Department in calling for tenderers and issuing our tender forms to manufacturers in England.

The arms procured are of British Army pattern. The rifles are Mk. VII., the latest pattern in use by the British forces.

The units are all equipped on British Army scale, and are issued with Vickers, Lewis, and Hotchkiss Guns purchased through Disposals. Sufficient rifles and machine-guns were procured for the whole army, but the machine-guns were not in all cases complete, and this applies particularly to carrying equipment and the necessary components. Carrying equipment, component parts for completion and maintenance of machine-guns and maintenance of rifles were included in the annual demand for stores and are now due from England.

Sufficient bayonets, swords and lances have been obtained to equip all units as armed.

The two Pack Batteries are completely equipped with B.L. 2·75 inch equipment, and sufficient items remain in stock for the maintenance of this service. A few essential items have been included in the annual demand referred to above.

The general equipment of units is fairly complete and is sufficient for them to carry out their training in an efficient manner; additional items to complete their equipment thoroughly and up to British scale, and to supply a small reserve as ordnance stock for maintenance of these equipments, is due in on the annual demand.

The ·303 inch ammunition in stock is sufficient to supply all units with their service ammunition and about one year's practice ammunition. About twice as much ·303 inch ammunition as is available is required and was entered in the annual demand, but had to be excluded on account of want of funds. The artillery ammunition in stock amounts to 1,400 rounds per gun.

The storage accommodation for general stores is good. It is divided into two charges each in the charge of an 'Iraqi Store Officer.

None of the explosives are at present stored under magazine conditions nor in accordance with magazine regulations. This matter is receiving attention.

The purchase of arms, ammunition, and warlike stores is being made through the Crown Agents, whose assistance in this matter is invaluable and greatly appreciated.

A small workshop has also been organized and is doing useful work.

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12. Ministry, Advisory, and Headquarters Staff.

During 1922–23 the details of the Ministry, Advisory, and Headquarters Staffs were as follows :—

Ministry Staff:

Minister.
Secretary.
A.D.C.

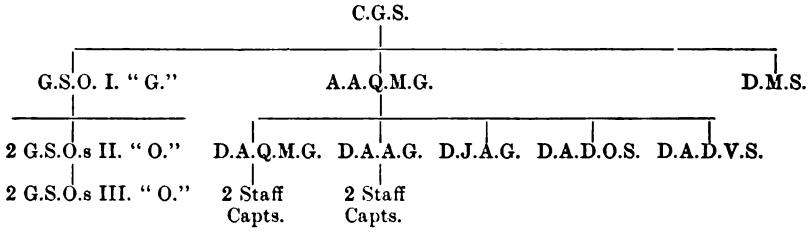
Advisory Staff:

Adviser.
G.S.O. II. "A."
G.S.O. II. "Q."
G.S.O. II. "O."
Accounts Officer.
Ordnance Officer.

Each unit of cavalry, artillery and infantry had a Liaison Officer, but the Liaison Officer for transport was abolished in January, 1923.

All British Officers are in an advisory, not executive, capacity.

Headquarters Staff:



13. Pay and Accounts.

The Pay Section was started on the 1st June, 1921, and the necessary regulations and forms prepared.

It was decided to adopt the system of imprest accounts supported by acquittance rolls for payment of men as being the most efficient method of accounting, and preliminary instructions were given to all Commanding Officers.

This system worked well, but as the Army increased, considerable difficulty was experienced in the manner of adjustment of fines and recoveries, especially as Part II Orders were not published and the Accounts Branch were not in a position to check adequately the accuracy of the refund.

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The amount of work entailed in the formation of the units reflected itself on the accounting by Commanding Officers. It was, therefore, decided to appoint one Paymaster to each unit. These officers were instructed in their duties in the office and afterwards posted to units, which resulted in a marked improvement.

The greatest difficulty, however, has been the necessity for simplicity, and the value of the form of accounting by imprest accounts adopted by the British Army has never been really grasped.

In conversation the O.C. Unit and Paymaster will admit the simplicity of the method adopted, but will always fall back on the old Turkish system. Although it may be considered inconsistent, this is never discouraged, as the main object is to get an account which can be thoroughly and systematically checked.

During the first year, efforts were mainly directed to ensuring accuracy in cash accounting and instruction generally and fitting in the valuable parts of a Turkish system, which most officers know, with the salient points of the British system.

Briefly, the procedure adopted is :—

(1) Accounts Officer requisitions on Accountant-General for cash each month according to estimated requirement for whole army.

(2) Unit Commanders requisition their individual requirements to Accounts Officer.

(3) Cheques for requisite amounts are forwarded to the Officers' official banking account.

(4) Accounts are rendered in duplicate monthly, supported by vouchers.

(5) Accounts when received are arithmetically checked on arrival and vouchers scrutinized. Recoveries, fines, and deductions checked with Part II Orders; promotions, stores, etc., likewise checked, and, if found in order, one copy of the account is signed and returned to the Unit Commander as evidence of the accuracy. If items are disallowed as inadmissible, the amount is charged to the Unit Commander, who has to debit himself with the sum disallowed and account for same the following month or replace the cash value disallowed.

(6) When all accounts have been passed and examined they are checked by a senior clerk for the final account, *i.e.*, the various voting is carried out and necessary book adjustments, if any, are made.

(7) No payment, other than formal payments, are allowed unless sanctioned by the Pay Department.

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The staff consists of one British Officer as Accounts Officer, an Assistant (special grade), one 'Iraq Army Officer (Mulazim Awwal), two Clerks (grade I) for imprest work, one Clerk (grade II) for general work, and one Clerk (grade IV) for general work.

This establishment is not really adequate, but due regard is taken for economy. A larger staff would undoubtedly tend to economy in the long run and enable records of the relative cost of each unit to be compared and unnecessary expenditure eliminated; indeed, the payment of additional clerical assistance would result in the adoption of a simple system of cost accounting, the merits of which are obvious.

The duties of the Pay Department also include the store accounting, *i.e.*, checking expenditure of stores in the army. For this purpose two clerks (one grade II and one grade III) are engaged; the work consists in the comparison of issues by Ordnance and receipts by units. They see that all issues are taken on charge, that the period of life of expendable stores is properly observed, and generally make such checks as the Accounts Officer directs, to see that the various 'Iraq Army orders relative to stores are complied with in so far as they concern accounting. This work is very heavy, and again considerable economy would be effected if a larger staff could be employed.

Store accounts have undoubtedly improved, but it is essential that considerable time and work should be devoted to this issue, if results are to be satisfactory.

From the 1st April, 1922, it was considered that officers had sufficient experience to extend the accounting and to get better records. A system of pay and mess books (founded on the British system) was, therefore, adopted and the units gradually brought on to this change. These pay and mess books have been worked very well, but the full scope of information desired has not yet been reached; the progress must be a gradual one and as one point is mastered another is introduced.

Officers were originally paid on acquittance rolls by Officers Commanding, but this was a temporary measure, and in July, 1922, it was decided to pay all officers from the Pay Department. The success of the system has been apparent throughout, although it entails much extra labour on a small staff. The introduction of the Pensions Deductions Law made the change absolutely imperative. The clerks did this work well, and this is proved by the fact that only a few errors, and those of trivial nature, were found on audit.

Mosul district was a source of concern, and the continual experience of difficulties made it essential that a change of system was necessary. A branch office was, therefore, opened in Mosul and the 'Iraq officer (Mul. Awwal) was placed in charge. It is too early to state the definite result, but everything points to the success of the change.

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In conclusion, the success of the department must be left to the judgment of others, but it would appear that in no case has the payment of officers and men been delayed, and that every possible step is always taken to ensure that the soldiers have no complaint that they have not been paid on the due date, an item which is of vital importance in the formation of an army.

In a brief report the volume and technicality of the work carried out cannot be dealt with adequately. For example, the introduction of Part II. Orders doubled the work at one blow, yet they are indispensable.

The difficulties in accounting must be seen to be appreciated, and the watchfulness to ensure that the Government receives credit for all fines and deductions is a labour that must be unremitting.

The officers of the 'Iraq Army have always shown a desire to help, with very few exceptions, and with a continuance of their help it is hoped to be able next year to say that the accounting can be favourably compared with those of armies which have years of experience and training.

14. Future Development.

The development of the army in the future is governed by the following factors :—

(*a*) The possibility of external aggression.
(*b*) The maintenance of internal security.
(*c*) The necessity for expansion commensurate with the reduction of British forces to meet contingencies under (*a*) and (*b*).
(*d*) Financial stringency.

It is apparent, if the present distribution be correctly interpreted, that the 'Iraq Army with its existing numbers is wholly inadequate to undertake the duties of frontier protection and the maintenance of internal security. This will be the more obvious, when the reduction of British forces, adumbrated in recent pronouncements in Parliament, throws an ever increasing responsibility on the 'Iraq Army for the security of the Turkish and Kurdish frontiers. Meanwhile, a central reserve capable of dealing with turbulence in the interior must be maintained. Assuming that the British forces are to be withdrawn gradually, it will then be essential that the proportionate expansion of the 'Iraq Army is in operation, and that a reserve is being built up to cope with any national danger.

The critical factor is finance. It is obviously impossible to raise a force of the above size, paid at the rates now in existence, and recourse must be had to some form of compulsory service. The longer this is delayed, the more difficult will it be to enforce. At the same time an increased budget will be essential for defence.

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The immediate necessities of the army are :—

(*a*) Reserves.
(*b*) Military College.
(*c*) Translations of military literature.
(*d*) Transport and technical units.
(*e*) Machinery for expansion.
(*f*) Increased efficiency.

The units of the army at present are organized on an establishment which is neither peace nor war, but a compromise between these. As a result there exists no machinery for the replacement of casualties or for the origination of technical services. The immediate creation of a reserve is thus essential.

The set-back to training caused by the abolition of the 'Iraq Military College has been adequately discussed in the body of the report.

A great handicap to uniformity of training and to the efficiency of officers is the lack of military literature. It had been hoped to translate the more important of the British Training Manuals in the past year, but the Translating Department of the 'Iraq Military College, just when it had become proficient in the technical vocabulary of military translation, was reduced in January from five to one. Its revival is essential to the efficiency of the army.

At the present time the transport is inadequate for the needs of the existent units and must be increased if the army is to retain any mobility at all. Technical units do not exist and must be legislated for in the future.

If the army is to be expanded the present administrative machinery will have to be reconsidered. The establishment of depots, possibly of a group system, is indicated.

Finally, the efficiency of men and officers must more than ever receive forethought and attention. As regards the rank and file, the great essentials are instruction in musketry, technical weapons and field work. The future efficiency of the officer class is largely dependent upon the elimination of undesirables, the insistence on officers being physically and mentally energetic, and detailed instructions in tactics and administration. It is hoped that the introduction of an examination for promotion will at once ensure uniform progress in military thought and the removal of inefficiency.

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SECTION V.—THE MINISTRY OF JUSTICE.

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1. General.

Every previous report on the Administration of Justice in 'Iraq has contained accounts of far-reaching changes in the organization of the Courts or of the Government of 'Iraq. During the year under review there have been a number of minor changes only. Courts have been closed at some places and opened at others, incidents have followed on the experience of the first year of working, and reductions in staff have been necessitated by the cutting down of the Budget estimates. These are not matters which go to the root of the system, which remains as established by Sir E. Bonham Carter in 1921.

2. Personnel.

At the date of the last yearly report the Adviser, Mr. N. G. Davidson, had been appointed to the High Commissioner's Secretariat, but remained in the Ministry of Justice. He remained in the Ministry as Acting Minister and later as Adviser until September, 1922, when he handed over the duties of Adviser to Mr. E. M. Drower and was transferred to the High Commissioner's Office.

The British staff, which consisted of seven at the beginning of the year, has been further depleted by the retirement of Mr. B. H. Bell, President of the Court of Appeal, who left the service of this Government in November, 1922, to take up an appointment in the Sudan High Court. For two years he had conducted the business of the Court with marked success, adapting its methods to meet the daily increasing volume of work. He had acquired a wide knowledge of the law and customs of the country and his departure was felt to be a severe loss to the Administration, which appreciated his quiet and efficient methods, and to those, both British and 'Iraqi, who had been

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associated with him. His services have been recognized by the grant of the C.B.E. His place was filled by Mr. G. Alexander, a barrister with useful practical experience of law in Burmah.

The British staff now consists of the Adviser, the President of the Court of Appeal, and three Judges of First Instance, at Baghdad, Basrah and Mosul. Provision has been made for the appointment of one other Judge of First Instance who will be needed to fill vacancies caused by sickness and leave, to assist in the preparation of legislation, and to sit in the Court of Appeal in cases in which foreigners are concerned. While the conditions of service remain unsettled it is impossible to make any offer which would attract the right type of man, and the new appointment must wait.

It has yet to be seen how the British Judges will be occupied. The cases in which foreigners demand to be tried by British Judges are increasing in number, and if it is decided that not only Indians but also Persians, shall come within the definition of " foreigners," it may be that there will be such heavy calls on their time as to interfere seriously with their ordinary duties as Presidents of First Instance.

The native Judges have continued to carry out their duties loyally and to maintain cordial relations with the British Judges and the Executive officials. Special mention must be made of the work of Daud Samrah Effendi, Vice-President of the Court of Appeal.

3. Court of Appeal.

The necessity for economy has made it impossible to form the Court of Cassation, and the Court of Appeal, consisting of a British President, a native Vice-President and four native Judges continues to do the work both of Appeal and Revision.

Apart from the extra work thrown on the Judges by a recent enactment providing for the revision of orders made in execution proceedings, the business of the Court is steadily increasing.

The formation of a separate Court of Cassation would be difficult to accomplish without unduly weakening the Courts of First Instance and it is hoped that the present state of affairs will be allowed to continue for some time.

4. The Civil Courts.

The present tendency is to increase the single Judge system, and to retain full Courts of First Instance in two or three places only. This is necessary in view of the limited number of Judges available and the continued demand for the establishment, at Qadha headquarters, of Courts with jurisdiction to decide ownership of land. A law, empowering the Judges of the Courts of First Instance to decide, sitting alone, cases up to Rs.3,000 in value, is shortly to be brought forward and it is hoped that this will reduce the volume of work dealt with by the full benches so as to allow a more useful distribution of Judges.

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The clerical work leaves much to be desired. The junior clerks have little, if any, previous training and the senior clerks are unable to supervise them properly. The President of the Court of Appeal reports that, judging from the state of the files, the best work is done in Mosul, where the clerks of the Turkish Courts remained at their posts at the time of the Occupation.

5. Shar'ah Courts.

'Abdul Wahab al Naib, President of the Shar'ah Court of Revision, retired on pension in 1922 and was replaced by 'Abdul Malak Effendi al Shawwaf, Qadhi of Bagdad, 'Usman Effendi al Daiwaji, from Mosul, being appointed Qadhi.

Many complaints have been received during the past winter against the present system whereby the personal cases of Shi'ahs are heard in the Civil Courts with the assistance of Shi'ah Jurists, appointed and paid in the same manner as Judges. The judgments in such cases are, in effect, the decisions of Shi'ah Judges, but they issue as judgments of the Court of First Instance, and this has been regarded by several of the Jurists as derogatory to their dignity; they claim that they should be allowed to issue executory judgments in the same manner as Sunni Qadhis. Their threatened resignation and the support given to their demands by influential Shi'ahs, make it imperative to take some action to put the Shi'ahs on more equal terms with the Sunnis, and the Ministry is now considering a law making the appointof Qadhi open to Shi'ah or Sunni and dividing the Shar'ah Court of Revision into Sunni and Shi'ah Benches.

6. Criminal Courts.

The statistics for the past year show a great falling off in the number of robberies with violence in the Basrah district. A probable reason is the energetic action taken by the police in the two previous years in breaking up the armed gangs which owed their origin to Saiyid Talib Pasha's activities just before the war.

Crime is heavy in Baghdad and Ba'quba, there being many cases of robbery from houses by armed men who use revolvers on the slightest provocation. Of Ba'quba, the President of the Court of Appeal writes: "Judging from the cases which reach me, the surrounding villages need strong supervision and entirely new Mukhtars. The amount of concocted lying which goes on indicates a regular system of putting up false cases comparable to that so commonly found in India. Otherwise this country is almost free from the deliberately trumped up cases which clog the Indian Courts."

During the year—April, 1922, to March, 1923—36 death sentences were submitted to His Majesty the King. The sentence was carried out in 25 cases. A good deal of indignation

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was aroused in the early part of the year by the delay in dealing with such matters, but recently there has not been the same difficulty in obtaining His Majesty's decision.

Efforts have been made during the past year to secure the assembling, without undue delay, of Courts of Sessions in places where it is difficult for the police to collect witnesses and send them into the larger towns. Results have been, on the whole, satisfactory, and the number of cases of unreasonable delay between arrest and trial is rapidly diminishing.

The revision of the Penal Code and the Criminal Procedure Regulations has been delayed. A Committee has sat for the last twelve months preparing a new Penal Code on the lines of the new Egyptian draft law. It is not a matter of urgency. The question of minimum punishments is still under discussion and it will probably be found desirable to prescribe them. Public and legal opinion is against the wide discretion in the matter of punishments given to the Judges under the existing law.

The Criminal Procedure Regulations are, in general, regarded as satisfactory. They require certain amendments to make them conform to the present form of government, but complete revision cannot satisfactorily be undertaken until it has been decided whether the Procurators, whose appointments were cancelled by the Economies Committee, are to be reinstated. As reported by Mr. Davidson last year, the Procurators were wholly unsatisfactory, hindering rather than helping the Courts. In their absence prosecutions are undertaken with reasonable success by selected Police Inspectors, and it is now proposed that a certain number of Police Officers shall receive a thorough course of instruction in Criminal Law in the Law School, so as to enable them to undertake prosecutions of ordinary difficulty without assistance.

7. Legislation.

The following are among the laws passed by the Council of Ministers since April, 1922 :—

Various additions and amendments to the Customs and Excise Law.
The Foreign Decorations Law, 1922.
Liwa Educational Council Law, 1922.
The Entertainments Tax Law, 1922.
The Law of Associations, 1922.
The 'Iraq Stamp Law, 1922, and amendment, 1923.
The Unregistered Sales Amendment Law, 1922.
The Preservation of Public Roads Law, 1922.
The Execution Law amendment Law, 1923, re-enacting more clearly the Section dealing with imprisonment of debtors.
Various Laws affecting the 'Iraq Army.
(*a*) Half pay.
(*b*) Legal Process.
(*c*) Execution of Sentences of Imprisonment.

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The Administrative Inspectorate Regulations, 1923.
The Advocates Fees Regulations, 1923.
The Extradition Law, 1923.
Various amendments to the Courts Proclamation and Civil Courts Rules.

(*a*) Giving the Court of Appeal power of revision of orders in execution.
(*b*) Concerning transfer of suits from Liwa to Liwa.
(*c*) Increasing powers of Single Judge.
(*d*) Regarding the periods to be allowed for service abroad.
(*e*) Regarding the taking of evidence on commission at the request of Foreign Courts.
(*f*) Regarding the hearing of land cases.
(*g*) Extension of period for production of judgments lost owing to the war.
(*h*) Repealing the Indian Succession Act in Basrah Wilayat.

A number of laws governing Trade Marks, Expropriation, Bar Association, and so forth, are nearly ready for the Council. More might have been done during the year had a skilled draftsman been available. The native lawyers are useful critics of proposed legislation, but are singularly inept at collecting and expressing their ideas. Although no attempt is made to obtain an unduly high standard of drafting, all drafts must be carefully revised, and in many cases rewritten by the Adviser who, being single-handed, finds much difficulty in dealing with the large volume of work.

The revision of the Criminal Procedure Regulations and the Penal Code has been mentioned elsewhere.

8. Court Fees.

The total receipts of the Courts from January to December, 1922, were as follows :—

	Rs.
Court of Appeal...	80,980
Civil Courts of First Instance	4,65,150
Peace Courts	2,13,120
Shar'ah Courts (including Shar'ah Court of Revision)	91,280
Execution Offices	1,00,750
Notary Public	1,38,140
Fines	2,58,260
Law School Fees	16,650
Miscellaneous	5,800
Total	Rs.13,70,130

These figures, compared with those given at paragraph 8 of Sir E. Bonham Carter's report for 1920, totalling Rs.7,80,933, give some indication of the increased volume of work.

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9. The Law School.

The past year has shown that radical changes are necessary in the methods of legal education. More than one-half of the students attending the lectures on 31st March, 1923, are Government employees. In order to avoid undue interference with the office hours of the various Ministries, the lectures are given in the early morning, nominally before office hours. The result has been unsatisfactory. Office hours are not only broken into by the lectures, but are utilized for the study of law books, while those who are giving their whole time to study not unnaturally complain of the inconvenience of the early hours.

It has been decided to admit no more Government employees as students and to fix the lectures at more suitable hours. The change must be made gradually until the Government employees have passed out of the school.

Taufiq Effendi al Suwaidi retains his appointment as Director. During his absence in London his place was adequately filled by Rauf Beg al Chadirji, one of the leading advocates.

Four students obtained their diplomas in the summer of 1922, 11 in 1921 and 20 in 1920.

At the beginning of the new school year, in September, 1923, the school will move into a separate building, formerly occupied by the Sarai Nursing Home.

The number of students at 31st March, 1923, is as follows :—

1st year classes	68
2nd year classes	42
3rd year classes	49
Total	159

Of the above, 92 are Government officials.

10. Advocates.

There are 105 practising Advocates, of whom 76 are at Baghdad and 15 at Basrah. The experience of British Judges is that, with a few notable exceptions, their work is highly unsatisfactory; seldom do they appear to have prepared their cases or to have any idea of the manner in which they are to prove their claims. The complacency with which native Judges grant adjournments tends to increase the evil.

A law was passed during the year which provided for the allowance of costs between parties, on a scale more liberal than that granted by the Turkish regulations, and giving the Court the right to deprive a party of the costs of unnecessary adjournments. Perhaps this will be of some effect in inducing advocates to obtain proper instructions from their clients.

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The formation of a Bar Association is now under consideration. This was proposed nearly three years ago but was not favourably received by many of the Advocates. Opinion has now veered round and it is hoped to form the Association during the summer of 1923.

In addition to the Advocates there are 19 persons licensed to practise in the Peace Court.

11. Limited Liability Companies.

Since Companies' Proclamation, 1919, came into force, eight limited liability companies have been incorporated in 'Iraq. Of these, three were registered during the year under review and one, previously registered, increased its capital. The total capital of these four companies, registered during the year, amounts to Rs.20,00,000. In the large majority of companies, the capital and management are foreign. The law at present in force, the Indian Companies Act with necessary modifications, is too complicated, and neither judges, lawyers, nor public have attempted to study it. A simpler law must be introduced, but its preparation must be deferred to more important legislation.

Of companies registered abroad and carrying on business in 'Iraq, 17 are carrying on business out of 21 registered since 1919.

It is hoped soon to hand over the register to the commercial section of the Ministry of Finance.

12. List of Courts and Principal Personnel.

The following is a list of all Courts and other principal Personnel of the Ministry of Justice on 31st March, 1923.

Ministry of Justice.

Naji Beg al Suwaidi	...	Minister of Justice.
E. M. Drower ...	...	Adviser.
Dikran Ekmekjian ...	...	Secretary.
Taufiq al Suwaidi ...	...	Asst. Government Counsellor and Director of Law School.
Khalid Shabandar ...	...	Inspector, Civil Courts.
Yusuf al Kabir ...	...	Registrar, Government Counsellor's Office.

Civil Court of Appeal.

G. Alexander ...	...	President.
Daud Samrah ...	...	Vice-President.
Haji Salih Pachaji ...	...	Judge.
Rashid 'Ali al Qailani	...	,,
Muhd. 'Arif al Suwaidi	...	,,
Nishat al Sanawi ...	...	,,

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Civil Courts of First Instance.

Baghdad.

A. I. MacLaren	President.
Ruben Battat	Vice-President.
Jamil al Wadi	Judge.
'Abdul Majid Mulla Yasin ...	,,
Ya'qub Suwaida	,,
Saiyid Shahabud Din al Qailani	Assistant Judge.
Nuri Ya'qub Nahom ...	Notary Public.

Ba'qubah.

Na'im Zilkha	President.
Hasan al Naib	Judge.
Kamil Sa'id	Assistant Judge.

Hillah.

'Abdul Jabbar al Jamil ...	President.
'Abdul Hamid Mulla Ahmad	Judge.
Haji Ahmad 'Izzat al Hijazi	,,
Hamdi ibn Hasan	Assistant Judge.

Basrah.

J. Woodman	President.
'Abdullah 'Abdul Salam ...	Vice-President.
Yasin al 'Araibi	Judge.
Mahmud Jalal Ibrahim ...	Assistant Judge.
Ghalib Thomas Baron ...	Notary Public.

Mosul.

J. Pritchard	President.
Mahmud Nishat	Judge.
Saiyid Lutfi Sa'id	,,
Shit Khidhr Khusrau ...	Assistant Judge.
Mahmud Akram al 'Amri ...	Notary Public.

Kirkuk.

'Abdul Karim Kirkukli ...	Vice-President.
'Umar Nadhmi	Judge.
Saiyid 'Arif	Assistant Judge.

Kut.

Yunis Wahbi al Qadhi ...	Single Judge.

Nasiriyah.

Ibrahim Shabandar	Single Judge.
Muhd. Shakir 'Abdul 'Aziz	Assistant Single Judge.

'Amarah.

'Abdul Majid al Jamil ...	Single Judge.

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Karbala.

Saiyid Ahmad Rafiq Mulla Na'man		Single Judge.

PEACE COURTS.

Baghdad ...	Judge	Makki al 'Urfali. Hasan Fahmi al Tattar (Assistant).
Kadhimain ...	,,	Salih 'Abdullah.
Khanaqin ...	,,	Muhammad Taufiq al Bandinji.
Najaf ...	,,	Saiyid Muhd. 'Arif Mahmud.
Basrah ...	,,	Saiyid Mustafa 'Abdul Rahman al Takarli.
Mosul ...	,,	Muhammad Rauf.
Dohuk ...	Touring Judge	Muhi al Din al A'raji.
Arbil ...	Judge	Muhammad Khurshid.
Ramadi ...	,,	Mahmud Kamal al Kaptan.
Diwaniyah ...	,,	'Abdul Hafiz Nuri.

BAGHDAD SHAR'AH COURT OF REVISION.

'Abdul Malik al Shawwaf ...	President.
Sulaiman Taha al Sanawi ...	Member.
Shaikh Qasim Shaikh Ahmad	,,

SUNNI SHAR'AH COURTS.

Baghdad	Qadhi	'Uthman al Daiwaji. Muhd. Nafi' al Masraf (Assistant).
Samarra	,,	Ahmad Faiq al Qurawi.
Tikrit	,,	Saiyid Khattab.
Kut	,,	'Abdul Ghafur Qasim.
Ba'quba	,,	'Abdul Hak Shaikh Shihab.
Shahraban	,,	Muhd. Fahmi al Masri.
Khanaqin	,,	Saiyid Ahmad 'Izzat al Rawi.
Mandali	,,	Saiyid 'Abdullah Asad al Naib.
Hillah	,,	Saiyid 'Abdul Wahab.
Diwaniyah	,,	Saiyid Khalil.
Ramadi	,,	Saiyid Muhd. Sa'id Musa Chalabi.
Kubaisah	,,	Haji Muhd. Amin Muhd. Salih.
Hit	,,	Saiyid Shiha Saiyid Ahmad.
'Anah	,,	Saiyid Taha al Rufa'i.
Fallujah	,,	Muhd. Amin al Khatib.
Basrah	,,	Saiyid Muhd. Sa'id 'Abdul Wahid.
Nasiriyah	,,	Saiyid Khalil Saiyid Isma'il.
'Amarah	,,	Shaikh Qasim Shaikh Muhd. Dhiya al Din.
Mosul	,,	Saiyid Ahmad Saiyid Mahmud al Fakhri.

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'Aqrah	... ... ,,	Saiyid Muhd. Baha al Din.
Dohuk	... ... ,,	Muhd. Rauf Mulla 'Aziz.
Zakho	... ... ,,	Ahmad Hamdi Qutub Zadah.
Tall 'Afar	... ... ,,	Ahmad Fakhri Muhammad Agha.
Amadiyah	... ... ,,	Muhd. Amin al Sulaimani.
Kirkuk	... ... ,,	'Ali Hikmat Haji 'Abdul Wahab.
Arbil	... ... ,,	Saiyid Yusif Naji ibn Ahmad Agha.
Shaqlawah	... ... ,,	Shaikh Mulla Tahir.
Kifri	... ... ,,	Saiyid Muhd. Rashid.
Keui Sanjak	... ... ,,	Mulla Muhammad.
Hai	... ... ,,	Ali al Shawwaf.

Shi'ah (Ja'fariyah) Courts.

Baghdad	Naib Ja'fariyah	Haji Shukrullah ibn Ahmad.
Bughailah	,,	Shaikh Khalil ibn Shaikh Ibrahim.
	Honorary	
'Aziziyah	Naib Ja'fariyah	Saiyid Muhd. 'Ali al Musawi.
Badrah	,,	Shaikh 'Ali ibn Shaikh 'Isa.
Balad	,,	Shaikh Jawwad Mahfudh.
Ba'quba	,,	'Abdul Amir Kubbah.
Basrah	,,	Saiyid Muhd. Jawwad.
'Amarah	,,	Shaikh Ja'far ibn Muhd. Taqi.
Hillah	,,	Saiyid Muhd. Mahdi al Tehrani.
Shamiyah	,,	Shaikh Murtadhah al Najafi.
Karbala	,,	Shaikh Ja'far ibn Shaikh Bakar 'Alush.
Najaf	,,	Shaikh Muhd. Tahir al Samawatli.

Courts of Wards.

Baghdad	... Director	Saiyid Isma'il al Wa'id.
Basrah	... ,,	Muhi al Din al 'Arabi.
Mosul	... ,,	Hasib ibn Khalil.

Courts of District Magistrates.

Baghdad.

Saiyid Muhd. Nuri al Qadhi	District Magistrate.
'Abdul Qadir al Senawi ...	First Class Magistrate.
Faiq al Alusi	Asst. District Magistrate.

Basrah.

'Abdul 'Aziz Mutair ...	District Magistrate.

Mosul.

Daud Wahbi ibn Mulla Sulaiman.	District Magistrate.

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13. Tapu Department.

The Tapu Department, under the able direction of Mr. Royds, continues its formidable task under difficulties. Its duties as a Land Registry and as an Estate Agency for the Treasury result in its having to serve two masters. The Treasury relies on Tapu to supply all information regarding Government lands, and although Tapu has supplied such lists as was possible, the Treasury has not yet compiled a proper record. Tapu, moreover, is by law the representative of the Government in all judicial proceedings relating to miri land. This led to difficulties in certain cases in which the views of the Treasury did not coincide with the views of Tapu, and on more than one occasion resulted in the Government being inefficiently represented in Court by a Tapu Mamur, who, with the best intentions, lacked legal knowledge. An arrangement has now been come to whereby Tapu instructs a lawyer, nominated by the Treasury, who, while nominally representing Tapu, takes his instructions directly from the Treasury. Further, in regard to the assessment of badal mithl, *i.e.*, the price paid for Government lands, Tapu is required to make an assessment subject to the final decision of the Treasury. The remedy for this inconvenient state of affairs is for the Land Registration to be separated from the administration of Government properties, and for the latter work to be undertaken by a properly organized Department of Lands under the Treasury or, as the Director of Tapu suggests, by a Ministry of Lands.

New regulations have been formulated for the registration of 'uqr rights, and a title deed of distinctive appearance has been prepared. The old system of registration of 'uqr (a mulk right) on the ordinary form of deed has been found to lead to false claims to the actual ownership of the land.

A notification was issued, towards the end of the year, that no interests in trees or buildings could be registered in Tapu unless a corresponding interest in the land was also registered. It had long been the practice to issue deeds for the trees or buildings of one man on the land of another. The notification was regarded by some of the older Tapu officials as a somewhat revolutionary innovation.

The area covered by the new Military Cantonment at Hinaidi has been completely surveyed by the Tapu Department survey staff, the ownership investigated and the boundaries demarcated, involving an area of about 2,750 acres. It has not been settled yet what procedure shall be adopted to secure to the British forces the occupation of the various lands concerned.

The registration of the lands acquired in 1920 for railway purposes at Baghdad has been proceeded with, and as far as possible completed, but the registration of those portions acquired by the Germans shortly before the war, and now intermingled with those newly acquired, is in abeyance pending the decision of the Court in matters of title.

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The records of sales of mortgaged property and the stated purchase price of sales by private contract show that there has been a fall of about 23 per cent. in the value of property in Baghdad, 10 per cent. in Basrah and 48 per cent. in Mosul. There is a marked increase in the number of mortgaged properties put up for sale and a great difficulty in finding buyers.

The Tapu survey operations have undergone some changes during the year owing to its being found necessary to have more expert supervision over the increased work required to keep pace with the demand for registration. During the previous year the Tapu Survey Section, distributed throughout the country, was under Mr. A. J. Booth, lent by the Survey Directorate, who had with him two Indian Superintendents, three Inspectors, and a staff of about 80 local surveyors and draftsmen. Early in the year it was proposed that all the survey work should be undertaken by the Director of Surveys, and his staff of three British Officers, working in co-operation with Tapu. This was finally arranged in a modified form, the two Directorates remaining separate but working in close co-operation, Surveys undertaking all the general survey of the country and any large surveys required by Tapu, while Tapu continued to do the smaller surveys necessary for registrations. Mr. Booth, therefore, returned to the Survey Directorate on the 1st June, 1922, and one superintendent, two inspectors and 42 surveyors and draftsmen were also transferred with him, leaving Tapu with 37 surveyors and draftsmen distributed throughout the country, and one inspector, Mr. Jalil Qadr, with headquarters at Baghdad. During the year the Tapu surveyors have surveyed 487 square miles of properties, embracing 3,408 separate investigations for registration, and 3,000 other surveys of property for record plans. 110 maps surveyed by the Tapu staff have been printed by the Survey Directorate and distributed to the various Tapu officers concerned.

The municipal boundaries of the following towns have been demarcated in conjunction with the municipal authorities :— Fallujah, Hit, Ramadi, Qazil Robat, Hindiyah, Musaiyib, Badrah, Tikrit and Daur.

During the year, 15 apprentices were trained by Inspector Jalil Qadr, the area selected as training ground being the Muhannawiyah and adjoining lands near Hillah, then under survey for registration purposes. This embraced an area of about 320 square miles, and although only apprentices were employed, the close supervision by the Inspector, and by Mr. Booth before he left, resulted in maps suitable for printing. Full use has thus been made of the apprentices' work, which, under ordinary circumstances, would have been wasted.

The survey work on the whole continues to be appreciated by the people, though in some cases there have been complaints against the fees and fear lest a correct survey might reveal an excess of area to that stated in the Turkish registrations, which were largely a matter of guess work, and the excess be resumed by Government.

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Schedule Showing Particulars of Transactions Registered During the Year, 1922.

	Total No. of sales of all kinds of properties.	*Fees realized.*	*Total No. of mortgages of all kinds of properties.*	*Fees realized.*	*Total No. of inheritance of all kinds of properties.*	*Fees realized.*	*Average fee per sale.*
		Rs.		*Rs.*		*Rs.*	*Rs.*
Baghdad Liwa	2435	228786/11	2285	60187/9	1370	32651/1	94
Basrah „	1043	127317/2	601	23752/8	599	45320/4	122
Mosul „	1462	25811/2	350	4268/8	454	8508/10	18
Baghdad Mantaqah	4942	290635/2	3329	67176/11	2444	46901/1	59
Basrah „	1412	147140/–	786	26640	967	53443/2	104
Mosul „	2102	34655/7	510	5267/12	773	7507/14	16/8

	Total Mujadad (i.e. New) Registrations.	*Fees realized.* Rs.
Baghdad Mantaqah	571	25029/2
Basrah „	558	50444/–
Mosul „	669	12048/–

Registrations of Lands Only During the Year, 1922.

	Nos. of sales of lands only.	*Fees realized.*	*Nos. of mortgages of lands only.*	*Fees realized.*	*Nos. of inheritance of lands. only.*	*Fees realized.*	*Average fee per sale.*
		Rs.		*Rs.*		*Rs.*	*Rs.*
Baghdad Mantaqah	88	16039/4	23	773/8	50	2488	182
Basrah „	10	245	6	61/2	1	19/4	24
Mosul „	606	8243/3	35	773	445	3129/3	13/8

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SECTION VI.—THE MINISTRY OF COMMUNICATIONS AND WORKS.

1. General Observations.

This Ministry has been responsible for the direction of the activities of the Departments of Posts and Telegraphs, Public Works, Irrigation, and Surveys during the whole of the year under review. In October, 1922, the Department of Antiquities was formed and Miss G. L. Bell, C.B.E., appointed as Honorary Director. A brief report of the Ministry in its various spheres of activities is appended by Departments.

His Excellency Sabih Beg Nashat held office as Minister from April, 1922, to October, 1922; His Excellency Yasin Pasha al Hashimi succeeded him in November, 1922, and was still in office at the end of the financial year.

2. Laws.

The following laws affecting this Ministry have been approved and passed by Government :—

(1) Law for Money Order Commission.
(2) Amendment to the Law for Money Order Commission.
(3) Law amending Inland Telegram Rates.
(4) Postal Parcels additional charges Law to meet Customs Duties.
(5) The Law as to storing-fees on Parcels kept by the Administration of Posts.
(6) The amendment to the 'Iraq rates of Postage and Postal Fees Amendment Rules, 1921.
(7) Law for the maintenance of Public Roads.

The following laws are under preparation :—

(*a*) Law of Antiquities governing excavation and the trade and export of antiquities.
(*b*) Irrigation and Bund Law.
(*c*) Electricity Act.

3. Posts and Telegraphs.

Postal Department.

Establishment.—During the year under report the question of establishment has been acute. The difficulty has been the maintenance of a modicum of efficiency, whilst repatriating trained foreign staff who have been replaced by local employees with little or no previous experience. The year closed with 688 postal officials of all classes, as compared with 1,090 at the close of the previous year. The percentage of 'Iraqis now employed is 83 per cent. as compared with 80 per cent. for the year 1921–22.

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Budget Allotment.—The expenditure during the financial year 1922–23 is in the neighbourhood of Rs.22,60,000, and the budget allotment approximately Rs.28,50,000. But for the duplication of appointments necessitated by the engagement of 'Iraqis for training to fill vacancies caused by the subsequent repatriation of trained Indian officials, a further saving on the budget allotment might have been effected. Of the total expenditure, Rs.5,50,000 represents liabilities incurred during previous years.

Post Offices.—During the year, 14 Post Offices which gave no promise of development were closed. On 31st March, 1923, 78 Offices were in operation, 30 of which were maintained solely for administrative or political reasons. The number now open represents one Post Office for every 1,490 square miles and 36,000 (approx.) head of population.

Postal Communication.—Mail communication is maintained in 'Iraq over a distance of 2,460 miles. Communication is maintained over 1,164 miles by pack animals and runner service, 690 miles by train, 76 by motor transport, and 530 by river service, *i.e.*, river steamer, motor launches, etc. Considering the various methods adopted for the carriage of mails and the difficulties of communication in a country with bad roads and little security, the relative efficiency of the mail service is satisfactory. As an experimental measure the old Turkish route for conveyance of mails between Baghdad and Mosul Wilayats via Kirkuk was tried. From Baghdad to Kingarban mails travelled by rail and thence via Kifri, Kirkuk, and Arbil to Mosul by horse transport. Owing, however, to the country surrounding Kirkuk being disturbed, there were highway robberies of mail bags on this line and it was considered unsafe to continue the route. The Sharqat route for Mosul was consequently reverted to.

On 31st December, 1922, the railway line from Khanaqin to Tiaruq was closed for public traffic, necessitating the exchange office between 'Iraq and Persia being moved from Tiaruq to Khanaqin, when a branch railway line between Baghdad and Hindiyah Barrage was opened, and mails from and to Karbala, Najaf, and Kufah were immediately transmitted by rail.

Air Mail.—During the year under report the inward air mail correspondence increased by 50 per cent. as compared with last year. The number of articles received and despatched was :—

	Unregistered.	*Registered.*
Received	70,878	7,178
Despatched	157,236	9,673

These numbers do not include mails for the High Commissioner, Air Headquarters, Legation, Tehran, and Persia.

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The use of this service was extended to other countries besides the United Kingdom and Egypt, and letters by Cairo–Baghdad Air Mail were received and despatched from and to nearly every country in the world, while direct mail bags were received from Geneva, Marseilles, Munich and Constantinople.

Postal Articles.—The total number of postal articles of all kinds, excluding money orders, transmitted during the year is estimated at 6,950,000, being 1,700,000 less than the preceding year. Details are as follows :—

Paid letters	5,679,232
Unregistered	260,888
Postcards	226,836
Packets	564,668
Registered letters	211,132
Parcels	45,552
	6,988,308

It is computed that, out of a total of 7,400,000 articles and money orders received for delivery, 97 per cent. were actually delivered or paid and that less than a quarter of the total business that passed through Post Offices was in Arabic.

Dead Letter Office.—The Dead Letter Office dealt with 150,000 articles, of which 50 per cent. were either redirected to the addressee or returned to the sender. When it is recollected that many articles were received without addresses and that many more were received for persons who had left the country without furnishing their revised addresses, the result is satisfactory.

Money Orders.—The total number of money orders of all kinds, Inland and Foreign, issued was over 50,000 in number of the aggregate value of 78½ lakhs as compared with 100,000 in number of the value of 139 lakhs in the preceding year.

Of this amount the number of sterling M.O.s were	2,850
Of the value of	£14,400
And Foreign Rupee M.O.s numbered	58,832
Of the value of	50½ lakhs.

Complaints.—The number of complaints made by the public was 2,850 as against 4,632 in 1921–22. Of the total number 19½ per cent. was found to be justified, while 1,030 or 36 per cent. proved to be groundless. In the remaining cases either no definite conclusion could be arrived at or the investigation had not been completed by the end of the year.

Value-Payable System.—The Value-Payable System between 'Iraq and India has not been a success and was abolished.

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Frauds.—Compensation amounting to Rs.2,000 was paid during the year in respect of registered letters, packets and parcels lost or damaged in course of transmission by post.

The number of postal officials dealt with for criminal offences was 18, of whom four were convicted in court and the remainder punished departmentally, as against 20 offenders and 12 convictions in the preceding year. The defalcations and losses amounted to Rs.6,926/0/9, as compared with Rs.6,674/3/7 in 1921–22. By the end of the year adjustments had been effected to the extent of Rs.1,535/1/6, and Rs.5,390/15/3 was written off.

There were only four cases of highway robbery of mails during the year.

Customs Duty.—Customs Duty, aggregating over 4½ lakhs, was realized on parcels from abroad as compared with 4 lakhs in the preceding year.

General.—The principle changes during the year were :—

(1) Publication of revised Postal Guide in two volumes.
(2) Adoption of the decimal metric system of weight in all postal business.
(3) Revision of the rates of commission on inland money orders from the 1st June, 1922.
(4) Revision of the parcel postage rates to the United Kingdom and Egypt and Sudan.
(5) Revision of the rates of postage of correspondence to India.
(6) Revision of the fee for the Advice of Payment for Foreign Rupee Money Orders.
(7) Revision of the registration fee on postal articles.
(8) Revision of the postal fee on inland foreign parcels for the performance of Customs formalities.
(9) Introduction of the demurrage fee on parcels at the rate of one anna per day.
(10) Arrangements with Foreign Administration for a period of detention of parcels for delivery. The period fixed was 15 days.
(11) The rate of payment of B.P.O.s irrespective of their dates of issue was fixed at the current rate of exchange instead of the rates at which the British Postal Orders were originally issued.
(12) Removal of the prohibition against the importation by parcel post into 'Iraq of articles of gold and silver and jewellery from 4th October, 1922.
(13) Removal of the restriction against the transmission by registered post of currency notes from 21st December, 1922.
(14) Removal of the restriction against the partial prepayment of postage on letters and post cards for the United Kingdom and India from 10th November, 1922.

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(15) Introduction of inland telegraph money orders written in vernacular language for transmission.

(16) Introduction of the V.P. System between Kuwait Post Office and the Post Offices in India from the 1st October, 1922.

(17) Parcel Post agreement with Egypt was entered into and submitted to Government for acceptance.

A postal conference at Bushire was held on the 5th, 6th, 7th, 8th and 9th December, 1922, between the delegates of the Postal Departments of India, Persia and 'Iraq to consider the manner and date of transfer of the Indian and 'Iraq Agencies in the Persian Gulf and in Arabistan to the Persian Government. Captain A. R. Augier, Deputy Director of Posts, was deputed by Government to represent the 'Iraq Post Office. Agreements with Persia relating to money order, V.P. and parcels post services were entered into; their ratification by the Persian Government is awaited.

During the year there was considerable infringement of the monopoly vested in the Post Office for carriage of correspondence, with resulting loss of Postal revenue, due to public forwarding correspondence through private agencies. Steps have been taken to stop this practice which appears to have been in force for a considerable number of years.

Telegraph Department.

Establishment.—The establishment of the Telegraph Department has been reduced by approximately 50 per cent. during the year under report. The number of officials of all classes now employed is 467, of which total 'Iraqis represent 82·5 per cent. Every effort has been made to train 'Iraqis for the skilled posts, such as Inspectors, Mechanics, Engine Drivers, etc., but the results have not been very satisfactory.

Budget Allotment.—The Budget allotment for the year under report was Rs.25,44,700 of which—

Rs.1,70,000 was allotted for the maintenance of telegraph and telephone lines,

Rs.50,000 for apparatus and plant, telegraph and telephone,

Rs.2,86,000 for new telegraph and telephone lines.

General Survey Engineering.—To improve the condition of the distant lines in the Mosul area and to minimise the maintenance charges in that area, the Mosul–Aqrah, Mosul–Zakho, and Arbil–Keui sections were strengthened with iron poles. The cable, post, and wire mileage was increased by 27·50, 14·00 and 1,255 respectively, bringing the total line and wire mileage to 2,961 and 13,255 respectively at the end of the year.

Local Disturbances.—Considerable damage was done to the telegraph lines in the Keui Sanjaq and Sulaimani areas. Immediately after the restoration of temporary communication

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with Keui Sanjaq from Arbil, this section of the Arbil–Qal'adiza telegraph line was thoroughly repaired, damaged wooden bullies being replaced by galvanized iron poles, at a cost of about Rs.4,200.

Slight damage was done to the Kirkuk–Sulaimani line, but communication with Sulaimani was maintained. The repairs effected on this section are of a temporary nature. The Keui–Qual'adiza and Sulaimani–Halabja sections have not been reconstructed. When the reconstruction is taken in hand a considerable expenditure on material will be involved.

Inter-tribal fightings between Nasiriyah and Shatrah caused damage to the telegraph lines to the extent of Rs.450. The disturbances were purely local and not against the Government. Communication was restored as soon as the tribes had dispersed.

Interruptions.

During the year, 1,046 faults developed on inland telegraph lines with a duration of 17,200 hours, an average of about 16½ hours for each fault. When considering this comparatively high duration per fault, it should be borne in mind that the total duration includes such interruptions as Keui–Arbil, 22 days, Kirkuk–Sulaimani, 25 days, which occurred during the disturbances when road communication was cut off.

There has been no serious delay to telegraphic traffic between the main centres in 'Iraq or between 'Iraq and foreign countries.

Theft of Line Stores.

There were petty thefts of materials from Hillah station. Eight miles of posts and wire between Suq and Bani Sa'ad have been stolen by the tribes in the vicinity. The approximate cost of restoring communication on this line is estimated at Rs.5,000.

Telegraph Line Construction and Reconstruction and Maintenance Repairs.

During the year about 150 miles of posts with 321 miles of wire were erected, and about 135 miles of posts with 509 miles of wire were dismantled, resulting in a net increase of 15 miles to line mileage, and decrease of 188 miles to the wire mileage of the Department.

Telegraph Stores.

The value of telegraph stores obtained during the year amounted to about Rs.75,000 as follows :—

	Rs.
(*a*) England	50,000
(*b*) Local purchases	24,000
(*c*) India	1,000

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The value of stores issued during the year amounted to Rs.1,00,000, as shown below :—

	Rs.
(*a*) Departmental	55,000
(*b*) Sale of stores to other Departments and contribution works.	45,000

Telephones.

The completion of the work of installation of the automatic telephone system at Basrah was delayed to some extent owing to non-completion of exchange buildings and other unforeseen difficulties. This system was brought into operation with effect from the 17th June, 1922, and is working very satisfactorily. Unfortunately, the great decrease in the demand for telephones in Basrah has caused this venture to be less profitable than was expected. Any improvement in the trade of the town, coupled with the gradual formation of the telephone habit by 'Iraqis, will make this investment profitable to Government.

The following table shows the number of telephone connections and of Departmental exchanges during the last three years :—

	1920–21.	*1921–22.*	*1922–23.*
Basrah System	530	507	272
'Amarah ,, ...	44	32	15
Nasiriyah ,, ...	28	16	—
Baghdad ,, ...	466 (including 141 internal and external extensions)	424 (including 136 internal and external extensions)	456 (including 108 internal and external extensions)
Kut ,, ...	23	6	—
Mosul ,, ...	—	—	31
	1,091	985	774
Departmental Exchanges	12	11	10

On 31st March, 1923, there were 774 exchange connections and 30 non-exchange connections, with a gross rental of Rs.3,27,953, as compared with 979 and 54 respectively with a gross rental of Rs.5,77,000 on 31st March, 1922.

Trunks.

During the year 57 trunk lines (including reconstructions on installation telephone system at Basrah) were constructed to interconnect Departmental Exchanges and non-Departmental Exchanges with Departmental Exchanges. The total post mileage and wire mileage of 95 trunks owned and maintained by the Department on the 31st March, 1923, were 45·27 and 492·96 respectively.

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Non-Departmental Telephone System.

The construction of a telephone system within the limits of the Hinaidi Cantonment for the Royal Air Force, was completed on the 4th January, 1923.

Underground and Aerial Cables.

1·94 miles of underground telephone cable, having a conductor mileage of 531·75, were laid in Basrah in connection with the automatic telephone system, and 23·73 miles of aerial telephone cables, with conductor mileage of 941·09, were erected at Baghdad and Basrah during the year.

1·87 miles of telephone cable, having a conductor mileage of 37·90, were dismantled owing to abolition of the Right and Left Banks Exchanges in Baghdad.

Instruments and Wires Rented to Railways.

Telegraph wires and instruments rented to the 'Iraq Railways during the last three years are given below :—

	31st March. 1921.	*31st March. 1922.*	*31st March. 1923.*
Wire mileage	2,300	2,125	1,806
Instruments	176	162	159

The decrease in wire mileage and number of instruments is mainly due to the termination of Baghdad–Tiaruq Section at Khanaqin, release of Baghdad–Baiji main wire on the Baghdad West–Sharqat Section and dismantlement of Hinaidi–Kut Sections.

The earnings from this source during the year were Rs.1,52,906 as compared with Rs.1,73,728 during the year 1921–22.

Wireless.

The new wireless station of the latest thermionic valve type, the erection of which was taken into hand in 1921–22, was completed during the year, and the station was brought into operation with effect from the 25th January, 1923.

The trial results are most satisfactory, much better results having been obtained with this three kilowatt set than with the old set of 30 kilowatts. Financially, the station is not paying, but the loss is not large. The loss is mainly due to the fact that the Royal Air Force transmits most of their foreign traffic through their own wireless stations.

The wireless station at Maidan-I-Naptun was maintained by this department for the Anglo-Persian Oil Company. This will not be the case in future, as the Company have decided to man the station themselves from the beginning of the next financial year.

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The British wireless news service telegrams transmitted by the Leafield (Oxfordshire) Station continue to be received regularly during the year by the Basrah Wireless Station.

General Survey.—Traffic.

The number of telegraph offices open for paid public traffic at the close of the year was 128. This number consists of three departmental offices, 60 combined posts and telegraph offices, and 65 railway offices. Twelve offices deal with vernacular inland traffic only, 24 with English and vernacular inland traffic and 28 with both inland and foreign traffic.

There was a decrease of 32·23 per cent. on the last year's figures in the total number of inland and foreign paid telegrams (including services).

Six hundred and fifteen thousand and seven telegrams were transmitted during the year, as compared with 907,603 in 1921–22, and the number of signalling operations entailed in their despatch from the office of origin to the office of destination was 1,455,349, giving 2·3 operations per telegram, as compared with 2,390,455 and 2·6 respectively for last year.

Training Class.

During the year six 'Iraqis passed out from the telegraph training classes at Basrah and Baghdad as qualified sorting clerks and telegraphists. The training classes were closed on 1st April, 1922, and 8th July, 1922, respectively, as sufficient staff had been trained to meet immediate requirements.

Persian Lines of Communication.

The remaining offices in the Persian Lines of Communication were closed during July, 1922, and the entire staff was withdrawn.

Abolition of Provincial Services.

The provincial service of the signalling establishment was abolished with effect from 1st July, 1922, as the conditions under which the services were introduced had changed, and sufficient recruits from out stations were obtained to provide 'Iraqis with employment in their home towns after passing out from the training class. The slight discontent caused thereby at first ceased when it was realized that by passing the required examination they could be promoted to the 1st grade of sorting clerks and telegraphists. This resulted in saving to the Department approximately Rs. 25,260 per annum.

Replacement of Foreigners by 'Iraqis in Technical and Supervising Duties.

We have been most successful in training 'Iraqi lads as telegraphists, telephone operators, etc., but unfortunately those most teachable are very young, and by reason of their youth are still unsuited for positions of responsibility.

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Overtime.

The sum of Rs.3,592/6 was disbursed to the staff as overtime allowance for disposal of the work outside the ordinary hours of duty, as compared with Rs.9,068/4 and Rs.6,234/8 during the year 1920–21 and 1921–22 respectively.

Overtime is the only economical method of dealing with business that varies considerably in volume, and which has to be conducted on every day of the year.

Improvements in Working.

Since the introduction of direct Wheatstone working between Baghdad Central Telegraph Office and Karachi and Tehran, delays to foreign traffic have been greatly reduced, and traffic complaints have fallen immensely. Direct working has also enhanced the efficiency of the service and has cut out the double transmission at Basrah.

As an experiment the Baghdad Central Telegraph Office was in direct telegraphic communication with the Indo-European Company's telegraph office at Warsaw in Poland on the 1st of February, when satisfactory results at 50 words per minute were obtained. Delays to inland telegraphs on main lines are now almost negligible. Operating efficiency has greatly increased owing to the progress made by the youthful 'Iraqi telegraphist.

Inland Telegrams. Number and Value.

Traffic continues to fall owing to the curtailment of military activity and to the use by the Royal Air Force of their own system of wireless telegraphy in the country. The inland traffic (excluding services) totalled about 327,249 messages between 1st January, 1922, and 31st December, 1922; the aggregate value of which was approximately Rs.8,24,828. This shows an average charge of Rs.2/7/10 per telegram booked, as compared with Rs.2/10/0 during last year.

Change in the Booking Hours.

The working hours of the Central Telegraph Offices, Basrah and Baghdad, having been changed from "open always" to 07·00 to 21·00 hours, enabled further economy in establishment to be made. Practically no urgent telegrams are tendered by the public during the closed hours except an average of one or two messages daily in the date season.

Foreign Traffic.

The total number of foreign telegrams dealt with during the year was 112,550, of an aggregate value of Rs.13,11,888, as compared with 181,588, of the aggregate value of Rs.20,57,451, during the corresponding period of last year. This shows an

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average charge of Rs.11/10/6 per telegram booked as compared with Rs.14/2 during the corresponding period of last year. The total number of incoming foreign telegrams was 116,597, as compared with 194,127 during the previous year. The 'Iraq share of the revenue of foreign incoming and outgoing telegrams was Rs.4,84,830, as compared with Rs.8,36,467 for the corresponding period of last year.

Mixed Telegraph and Air Mail Service Between Baghdad and Cairo.

A system under which telegrams could be sent to Baghdad from outlying stations for despatch by the Air Mail was introduced, but appears to meet with little support.

4. The Public Works.

General.

During the year under report various alterations were made in the general administration of the Department in its relations to other departments. Until the end of the financial year, 1921–22, the Public Works Department was responsible for (*a*) the repairs and maintenance of all Government buildings, or buildings occupied by Government Departments, and (*b*) the amount expended on electric current and the maintenance of all installations. In the new financial year sums allotted for such works were included in all departmental Budgets.

It has been found, however, that in most cases, and in practically every case in the matter of major repair works, the Public Works Department has been requested to carry them out on behalf of departments.

Budget Allotment.

The total budget allotment to the Department was Rs.32,28,900, of which Rs.12,30,500 was allotted to new and continuation works, and Rs.9,91,000 to repairs of buildings, roads and bridges, etc.

The necessary policy of stringent economy which the Government was following had the effect of throwing upon the Public Works Department a considerable amount of work which was not shown in the budget allotments, namely, contribution works or works which were financed from public subscriptions.

At the beginning of the financial year contribution works to the extent of approximately Rs.35,00,000 were in hand or projected. A considerable number of these works were on behalf of the Air Force and the Levies.

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Continuation Works or Works which were started prior to the commencement of the year under report.

The following are the principal works which were under construction at the opening of the financial year :—

Agricultural Institute, Rustam.—The construction of the institute commenced in the early part of 1921 at the urgent request of the Department of Agriculture for an adequate building in which research work could be conducted with efficiency. The site selected in the centre of the experimental farm, which had been started two years previously, was eminently suitable for the new building. The work was practically completed by the end of the year under report.

The estimated cost is Rs.2,75,000.

New Telephone Exchange, Basrah.—A temperature as equitable as possible and freedom from dust were two of the main factors governing the construction. The buildings were completed during the year at an estimated cost of Rs.1,00,000.

Divisional Adviser's Residence, Ramadi.—This building, from the point of view of design, is the most satisfactory type of official residence in the outlying districts. It gives privacy with the maximum of modern comfort, and, built as it is on the courtyard plan, it can be easily defended.

New Road—Basrah to Abul Khasib.—The temporary bridges, especially those of the pontoon type, have been very costly in maintenance and are being rapidly replaced by permanent structures. It is anticipated that all permanent bridges will be completed by the end of the current financial year. The cost to Government to the end of the year under report has been Rs.1,20,000.

Contribution Works started prior to the commencement of the financial year, 1922–23.

Arbil Water Supply Scheme.—This scheme, which was taken over from the Military authorities, presented peculiar and great difficulties. These have been overcome and the scheme, which only adequately supplies the lower town, is now complete and working satisfactorily.

Maude Memorial Hospital, Basrah.—This scheme is the largest undertaken up to the present by the Department. Subscriptions collected in Basrah for the purpose of perpetuating the memory of the late Lt.-General Sir Stanley Maude, were devoted towards the erection of a hospital. The Government agreed to allot over a period of years a sufficient amount from General Revenues to permit of the erection of an up-to-date institution. The scheme at present in hand is estimated to cost Rs.14,00,000, of which a sum of Rs.4,00,000 approximately is available from public subscription. Approximately Rs.4,50,000 were spent during the year.

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Maude Memorial School, 'Amarah.—The method of construction, which was the same as that adopted in the 'Awaina School, Baghdad, was new to the country. The armoconcrete principle for floors and ceilings, which from experience up to the present is entirely satisfactory, was introduced by Messrs. Cotterell & Greig, Ltd., of Baghdad and Basrah.

The School is a primary one and accommodates 304 pupils in comfortable and well-ventilated rooms. Together with 'Awaina, this School is a marked advance on educational buildings in this country.

The building was completed and opened during the year. The estimated cost is Rs.2,00,000, Rs.75,000 of which was from funds locally subscribed.

Water Supply Scheme for Mosul.—The population of the town is about 65,000, and the scheme is prepared to supply ten gallons per head for a population of 75,000. Forty-eight stand pipes are arranged throughout the town for the convenience of the poorer people. Two 50 h.p. Clayton Shuttleworth Semi-Diesel engines, driving 6-inch Worthington Simpson Centrifugal pumps, deliver the water through a 10-inch rising main to the reservoir. The pumping station has been designed as a complete scheme, including sedimentation and filtration plant. The reservoir is of 600,000 gallons capacity, divided into two compartments, which will allow twelve hours' settlement. The installation of fire hydrants and other additions to the original scheme bring the total estimated cost to Rs.7,88,000.

New Works or Works started during the year under report.

The following are the principal new works :—

Small Pavilion for His Majesty the King.—The extreme inadequacy of the accommodation which could be offered to His Majesty the King after his arrival in the country necessitated the erection, in the vicinity of His Majesty's residence, of a small building where facilities for the convenient entertainment of His Majesty's guests might be arranged. The building, which is rather unusual in plan, is more on the lines of an entertainment pavilion than a residence. Every endeavour was made to secure an attractive appearance and aspect, and in a measure this endeavour has been successful. Mosul marble, treated with a preservative solution of impervium, was extensively used as a decorative feature. The approximate cost is Rs.1,10,000.

New office for His Majesty the King.—A large portion of the Sarai, Baghdad, in which was located His Majesty's offices, collapsed in the early part of the year. To provide other accommodation a scheme was therefore put forward for the construction of offices in the close proximity to the Royal Pavilion. This scheme is now in progress and is estimated to cost Rs.80,000.

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Diwaniyah-Abul Sukhair road.—A long-felt want has been satisfied by the construction of this road. Not only will it prove a great boon to pilgrims to and from Najaf, but it will open up a part of the country which has hitherto been almost inaccessible. Three large bridges and about 20 culverts were necessary and almost all these have been completed. The road is now completed for all traffic from Diwaniyah to Umm al Ba'rur, and the remaining portion will be completed when the present floods subside.

Arbil, Makhmur and Sharqat Road.—Although several of the bridges, which are small ones, are temporary, the road is now passable for vehicular traffic. The through connection was completed by the construction of a boat ferry for cars at Sharqat. It is an important road and the installation of permanent bridges should be undertaken.

Contribution Works undertaken during the year under report.

Maude Memorial School, Kut.—This is a small school, containing seven class-rooms and accommodating 107 pupils, erected from funds subscribed to the memory of General Maude. It was officially opened on 16th December, 1922, by Air Vice-Marshal Sir J. Salmond, K.C.B., C.M.G., D.S.O. The cost is Rs.21,000.

New Bridge over 'Ashar Creek, Basrah.—The new bridge was constructed to replace the Whitely Bridge which had become unsafe. It is a double-way bridge, designed to carry an axle load of 5½ tons, and forms part of a general scheme of improvement. The site has been selected with due regard to the eventual development. The provision of an opening span permits the free passage of floating craft. Towards the total cost of approximately Rs.60,000 paid from Municipal funds, Rs.17,200 were raised by private subscription.

The College Al al-Bait.—Very shortly after the accession of His Majesty King Faisal to the throne of 'Iraq, His Majesty expressed a keen desire for the improvement of educational facilities in his kingdom. No facilities existed for higher or specialist education, and the youth of 'Iraq was, and still is, compelled to secure the necessary training for higher education in universities and colleges outside his native land.

Without delay His Majesty started the organization of a scheme for an institution to meet this deficiency. Plans were prepared by the Public Works Department for a large and complete university, the erection of which will be undertaken gradually as funds permit. The Government were unfortunately unable to make immediate allotments, but the wealthy Ministry of Auqaf, with most commendable promptitude, offered to bear the cost of the erection of certain portions of the scheme.

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The scheme, as designed and as at present under construction, is an ambitious one. A long narrow garden stretching from the river to the main Baghdad–Mu'adhdham road was chosen as the site. The garden is Auqaf property and again the Ministry of Auqaf showed its public-spirited generosity by offering the site free. The shape of the garden presented certain difficulties to the design of the lay out, but by changing the central axis 45 degrees at the central feature the chief difficulty was overcome.

The main entrance is from the Baghdad–Mu'adhdham road, through an uncultivated garden. Across a second public road the main garden is reached. On each side of the main road or avenue of approach are placed the buildings of the various faculties of the institution, together with such subsidiary buildings as are necessary.

A Committee, appointed by His Majesty the King, decided that the university should consist of the following faculties :—

1. Theology.
2. Teachers' Training.
3. Law.
4. Medicine.
5. Engineering.
6. Science.

A large and monumental central block terminates the vista from the road and also that from the river. This central block will contain a small lecture theatre, a museum, and the central college library, besides several smaller rooms accommodating the principal and his staff. The main feature of this building is the large central dome covering the main entrance hall. This dome, which is over 50 feet span, will be much the largest in 'Iraq.

Between the central block and the river is situated the residential area where students will be accommodated in blocks or houses and where residence for the professors will be erected.

The Ministry of Auqaf has agreed to bear the cost of the erection of the theological building, the central block, the mosque, and a portion of the residential area.

The working plans for the Theological College were prepared during February and March, 1922, and on 7th April, 1922, the foundation casket was placed in position by His Majesty the King and the work of construction began. For an institution of this description it was decided that only the very best of constructional materials and methods should be used and adopted, and though no extravagences have been indulged in the structure is thoroughly sound in every detail. From an architectural point of view the main endeavour has been to secure dignity through the medium of scale and simplicity. All the buildings are designed to subordinate themselves to the central block which should stand out conspicuously; concentration of mass, scale and decoration has been made on the design of this building.

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The Theological College, the estimated cost of which is Rs.4,00,000, is being constructed departmentally by the Ministry of Auqaf, the design and supervision being undertaken by the Ministry of Public Works.

The main plans of the central block are now completed and the foundations have been excavated. The actual work of construction should be started almost immediately. The building is much more ambitious than anything which has been undertaken in this country for centuries and demands most careful thought and study. The poor quality of building materials makes imperative a large factor of safety in design. It is estimated that the work of construction will take about five years and the cost, carried out on the same lines as the Theological College, is estimated at Rs.10,00,000.

The design for the residential area has not been started; a few rough sketches have been submitted to His Majesty the King in order to secure his views. These designs should be undertaken during the course of this year.

Electrical and Mechanical Branch, Public Works Department.

This branch has continued to exist in the form of one officer, acting in an advisory capacity at headquarters. In addition to general routine matters referred to headquarters by executive Divisions, the works dealt with comprise :—

Nasiriyah water works and electricity supply.—Works purchased from the Military were converted to the needs of the Municipality and were carried to completion and inaugurated in April, 1922, as a Municipal Water Supply Works, with a subsidiary plant for electricity supply on a small scale.

Kirkuk electricity supply.—This scheme, begun in 1921, was inspected and inaugurated in April, 1922.

Ramadi electricity supply.—This small scheme was transferred, under controlling regulations, to an iltizam, in May, 1922.

Samarra water works.—A design was worked out in July, 1922, but the Municipality have not yet been granted a licence.

Report on Baghdad water works.—After careful study a definite scheme was worked out in June, 1922. This scheme now waits for necessary funds, and the probable formation of a company to take over the whole system. Controlling regulations for such a company have recently been drafted.

Mandali water power utilization.—This question was examined in November, 1922, and recommendations made of certain measures to increase the available power.

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Karbala electricity supply.—Examined in October, 1922, as a scheme for electric lighting the shrines of Husain and 'Abbas. Certain negotiations are proceeding at the present time towards the formation of a syndicate.

Najaf electricity supply.—Inaugurated in March, 1923, for supply to the Mosque. The plant will be extended for general public supply in future.

Basrah water works.—Improvements have been made to the existing system which was purchased from the Military early in 1922. The carrying out of an entirely new scheme is held in abeyance.

'Amarah electricity supply.—Arrangements have been made for subsidiary electrical plant in the water works pump house and the retention of certain ex-military power lines.

Hillah water works.—An application for 50 years' concession was examined in October, 1922, and was rejected. The works contemplated did not qualify for the 50 years' class.

Scheme for Euphrates bridges.—Estimates for necessary working plant have been prepared and certain purchases made. Preliminary bridge designs are in hand.

Maude Memorial Hospital, Basrah.—Complete schemes for water, lighting and sanitary services have been prepared and an agreement with the Municipality for the supply of water has been made.

Baghdad electric power supply and tramway scheme.—A draft concession, based on the terms of the original Turkish Concession of 1912, has been prepared for submission to the Council of State.

General and technical regulations for the control of electricity supply undertakings.—A draft law has been submitted to the Ministry of Justice for final consideration.

Bridges.

Accident to the Maude Bridge during the year 1922.—In April, 1922, a large barge broke loose from its moorings and struck the cut section of the Maude Bridge, driving it out of alignment and causing a considerable amount of damage. The river was in flood and but for the timely action and untiring efforts of the bridge crew the result might have been very serious. Within eight days the bridge was again opened to all traffic. The cost of the damage, which was borne by the Mesopotamia–Persia Corporation, Ltd., was Rs.10,636/7.

Accident during flood of 1923.—On 23rd March, 1923, a much more serious accident happened to the bridge. The river rose

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to a record height and the velocity of the current was unprecedented. Early in the morning the still increasing velocity of the river overstrained the fixed portion of the bridge and fifteen pontoons were carried away.

These two unfortunate accidents to this bridge, which is much the best floating bridge in this country, exemplifies the great necessity for the introduction of more permanent and less vulnerable methods of construction.

Transport Branch, Public Works Department.

The Transport Branch of the Public Works Department, working on a commercial basis, consists of a pool or vehicle-hiring establishment, a workshop, and stores department.

The existence of this small Transport Branch has permitted all Government Departments, specially in Baghdad, greatly to reduce the transport on their charge. It has utilized existing Government transport which could not be disposed of and which would otherwise have been a complete loss. It has proved of great assistance to other Departments and has actually shown a slight profit to Government.

Casualties.

In conclusion, it is with extreme regret that I have to record the death of Mr. Alick M. Thomson, Assistant Engineer in the Hillah Sub-Division, Public Works Department. This sad event occurred on the 21st July, 1922, as a result of the railway collision at Guchan. Mr. Thomson was a very capable engineer and architect, highly popular with all officials and residents of 'Iraq with whom he came into contact. It was his special zeal and devotion to duty which occasioned his presence in the ill-fated train. By his death the Government has lost a conscientious, hard-working official, and he will be greatly missed by his colleagues in the Public Works Department.

5. Survey.

General.

For the first two months of the year under report the Department was chiefly concerned in the production of the 'Iraq half-inch series of maps.

In June, 1922, when the Department became responsible for the systematic survey of Tapu property boundaries, three Survey Districts were organized and the staff of the Department increased by the absorption of a large number of surveyors hitherto employed directly under the control of the Director of Tapu.

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Budget Allotment.

The total allotment to the Department was Rs.4,11,450, of which Rs.2,61,450 was transferred from the Tapu Department.

Revenue.

Rs.32,745 represents the total revenue which was realized on the sale of maps.

Headquarters.

Mapping and Printing Section.—This Section continued with the production of the 'Iraq Series and other miscellaneous maps according to demand. The work undertaken is as follows :—

Number of half-inch sheets drawn	34
,, ,, ,, examined	21
,, ,, ,, sent to press ...	21
Number of miscellaneous maps drawn and sent to press	21
Number of maps printed...	176
Number of copies printed	37,139
Number of copies issued to Air Headquarters and other Government Departments ...	19,350

Surveys.

Baghdad District.—Several surveys to meet the requirements of the Tapu Department were begun in June, 1923.

At the request of the Ministry of Interior and the Director of Railways, survey parties began operations on the Yusifiyah Canal and in the Musaiyib area in October, 1922. The Musaiyib party completed its work in January, 1923, and was sent to assist the party on the Yusifiyah Canal.

The River Tigris was surveyed from Mu'adhdham to Karradah, a distance of approximately six miles. This survey is needed in connection with a river training project which must be undertaken in the near future if further damage to property in Baghdad is to be avoided.

To meet the heavy demand for surveys in the Baghdad District practically the whole of the staff of the Basrah District was temporarily transferred to Baghdad. The combined Baghdad and Basrah parties surveyed an area of 800 square kilometres up to the end of the year mainly on scale 1/10,000.

Basrah District.—Prior to the transfer of the Basrah surveyors to Baghdad in October they were employed in surveying garden properties south of Basrah under the supervision of the Tapu Department.

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In January, 1923, the District was reopened with an increased staff to undertake the survey of the whole of the palm gardens between Basrah and Fao. This survey is required for revenue assessment purposes.

Mosul District.—This District, consisting of surveyors transferred from the Tapu Department, continued the work started by that Department and completed a 1 inch to 100 feet Tapu survey of Mosul town in September. The Survey District then concentrated on the survey of the villages and properties in the Mosul area and up to the end of the year had completed the survey of 406 square kilometres, comprising 5,693 properties. The scales of this survey are 1/5,000 and 1/10,000.

6. Irrigation.

General.

On the 31st March, 1922, the Irrigation Department consisted of (*a*) three executive Districts for the maintenance, construction, and water control of canals and river conservancy, (*b*) one special survey District for investigation and survey of new canals, and (*c*) one construction Sub-Division.

The Irrigation Training College was also under the direct control of the Director of Irrigation.

Budget Allotment.

The Budget allotment for the directorate, including the Training College, for the financial year 1922–23 was Rs.38,68,435, as against Rs.40,19,435 allotted for the financial year 1921–22.

Works.

The Department resumed complete control of all works and water distribution and all regulators on the Yusufiyah, Saqlawiyah, Bani-Hasan and Jorjujah Canals.

The principal works carried out during the year under report were :—

Euphrates District.—Extensive repairs have been carried out to the Hindiyah Barrage, including the replacement of one-third of the old steel gates by new Stoney Patent sluice gates manufactured in the United Kingdom. Several other heavy engineering works, such as the replacement of the old floor downstream of the Barrage with a new cement concrete apron, one metre thick, the reconstruction and extension of the west cross wall, repair and strengthening of the pitching on the left bank downstream of the Barrage have been completed.

The Barrage workshop has been considerably improved and it is proposed to equip it gradually with all the necessary machinery and plant to enable it to undertake almost every kind of repair work that might be required at the Barrage or other districts in the future.

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The construction of a Head Regulator for the Shatt Mulla Distributary of the Bani-Hasan canal is in hand and will be completed very shortly.

Baghdad District.—(i) The regulator at the head of the Yusufiyah Canal, which has three bays, each two metres wide, was fitted with steel gates.

(ii) Construction of a combined regulator at Khan Azad. This is a reinforced concrete structure fitted with wooden gates. This regulator controls two distributaries, irrigating 4,400 and 5,500 acres respectively.

(iii) Construction of the Shaishubah canal taking off from the Yusufiyah Canal. This new canal commands about 25,000 acres of irrigable land, and increases the commanded area on the Yusufiyah Canal to 132,500 acres. The principal crops grown on this canal are barley, wheat and cotton. The cultivation of the latter crop is becoming more popular and the area under cotton during the year under report is considerably more than in the previous years. This year 203 acres were under cotton and for the coming year passes have been issued for about 2,500 acres.

'Amarah area.—(i) The strengthening of the Chahalah pile regulator. This is a river conservancy work.

(ii) The construction of a timber regulator, 600 feet long, on the Butairah Canal. It is a river conservancy work and is necessary for the control of the river Tigris.

Saqlawiyah Sub-Division.—(i) Construction of Nos. 1 and 2 north canals with main branches, about 62 miles long, which irrigate approximately 80,000 acres, 20,000 of which have been brought under cultivation during the last twelve months. Most of the cultivators were previously settled on these lands which were partially watered by charads from the Qarmah or old Saqlawiyah Canal.

(ii) Construction of a combined regulator and road bridge at K. 15. This is a concrete structure with one opening 4½ metres wide.

(iii) Construction of a combined regulator at K. 16·5 giving water to Banat al Hasan and Mushiriyah branches.

(iv) Extensive repairs to Notch Fall, Saqlawiyah Canal. This fall is designed to pass 200 cusecs to supply the lower reaches of the old Saqlawiyah Canal.

The principal crops grown on the above canals are barley, wheat and cotton. It is interesting to note that here also cotton growing is rapidly being favoured by the cultivators. Last year about 150 acres, yielding about 550 lb. per acre, were grown, whereas this year passes have been issued for the cultivation of 1,400 acres.

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Survey District.

Extensive contour and investigation surveys have been carried out for new projects.

(i) *Chrai Sadah and Sanniyah Canals Contour Survey.*—Approximately 64 miles to determine the possibilities of supplying the town of Najaf with water from the Bani Hasan canal.

(ii) *Saqlawiyah and Yusufiyah Canal Area.*—331 miles of contour survey has been completed in order to determine drainage lines for canal extensions.

(iii) A complete survey of two large Muqata'ahs in 'Amarah area was carried out in order to determine boundaries and areas of cultivation for revenue purposes.

In addition to the above works a large number of schemes were examined and reported upon for the Liwa authorities.

Irrigation Training College.

Since the inauguration of the College, 40 students have been enrolled for training and this number will probably be increased in the near future to about 60. The Irrigation College was started with the object of training students for the subordinate appointments in the Irrigation Department and to replace Indian personnel.

The course of instruction lasts for two years, during which time instruction is given in mathematics, surveying, drawing, English, estimating and simple engineering dealing with irrigation.

River Floods.

Since the year 1906, gauge reading records for the river Tigris at Baghdad are available. The flood of this year, which occurred on the night of the 23rd-24th March, attained the same level as the record flood in 1907, and had it not been for an unexpected breach in the protective bund at a bend on the left bank of the river Tigris at Daudiyah, some 20 miles north of Baghdad, all records would have been eclipsed. The total collapse of some 200 yards of bund resulted in the inundation of about 200 square miles of desert between Daudiyah and Baghdad. The release of such a large body of water from its confines had the effect of diminishing the flood level at Baghdad and below to such an extent as to render it safe from destruction.

The Diyala and Euphrates flood, unlike that of the Tigris, was insignificant and did not give any cause for anxiety. These rivers will probably rise much higher as the current flood season is not yet over.

7. Antiquities.

A very satisfactory beginning has been made in the direction of forming a Department of Antiquities. Financial considerations have prohibited the immediate organization of a fully-equipped Department, but at the request of His Majesty King Faisal, Miss

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Gertrude Bell, C.B.E., Oriental Secretary on my staff, was appointed, in October, Honorary Director of Antiquities to the 'Iraq Government in addition to her other duties. As in Egypt the Department is under the Ministry of Communications and Works. This step has made it possible to allow Western scholars to begin the work of excavation and two permits have been issued, one to the British Museum and Pennsylvania University for the mounds of Ur, the other to Oxford University and the Chicago Museum for those of Kish. Work at Ur was begun in the early part of the winter and continued until March with results not only eminently satisfactory, but also giving grounds for hope that next season's work may be productive of yet more important discoveries. Mr. Woolley, who ably conducted the expedition, has laid bare the surrounding wall of the temenos together with the foundations of a temple which he believes to have been dedicated to the Moon god and goddess. Further, he has continued the work of the temple of the Moon god which was discovered by Dr. Hall in 1919. Among many finds of great value and interest is a headless statute of Ur Ungur of Lagash and a quantity of jewelry of the Achaemenid period.

Excavations at Kish were not begun till March. Mr. E. Mackay, who is in charge of the work, is at present engaged in clearing the foundations of a Ziggurrat of the early Babylonian period. The site of the older Sumerian town remains to be identified, but may be looked for in one of the neighbouring mounds.

SECTION VII.—THE MINISTRY OF EDUCATION.

Introduction.

In reviewing the educational activities of the past year it is important at the outset to appreciate the effect of the financial situation. It had been found possible in previous years to increase the Budget allotment to Education in proportion to its development; but for the financial year 1922–23 it was proposed only to repeat the amount of the previous year. Many schools had not yet completed their full number of classes, and the pay of staffs was graded on the basis of an annual increment. It was determined that economies should be sought from all other possible sources, particularly in the cost of administration, rather than that the progress of existing schools should be curtailed or the salaries and prospects of teachers diminished. In the original Budget proposals there was, therefore, little new in development.

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Ministry and Administration.

Until the fall of the Cabinet of His Highness the Naqib, in September, His Excellency Saiyid Hibat-al-Dinal Shahrastani continued in office as Minister. An Assistant Minister (Sata' Beg al Hisri), appointed in March, 1922, was entrusted with the administrative work of the Ministry, and later was given the more appropriate title of Director-General; and Mr. J. A. Glen acted as Adviser. The system of administration contemplated in the previous year was now put into effect. Two British officials performed the duties of administrative inspectors and organized the work of the school inspecting staff. The remainder of the administrative personnel was entirely Arab. It was decided to continue to decentralize as far possible the work of administration by retaining Area Education Officers in Baghdad, Mosul and Basrah, and the necessary co-ordination in school work was aimed at by a central cadre of school inspectors taking their instructions from headquarters in Baghdad.

Reductions.

Before the end of the school year in July, it became apparent that it would not be possible to introduce even the limited proposals for development in the new school session which had been included in the Budget. An Economies Committee, set up to revise expenditure in all Ministries, recommended that all new projects should be abandoned. These included the establishment of a Shaikhs' College which it had been hoped to open in the autumn, the reopening of the Technical School at Mosul founded by the Turks, the opening of an arts and crafts school at Karbala, and the grant of further scholarships for higher education abroad. The only remaining proposal for development, namely, an increase in the cadre of Primary and Elementary School staffs by the addition of the graduating class from the Teachers' Training College, it was fortunately possible to retain. The abolition of the portfolio of Education in the Cabinet was considered and recommended by the Economies Committee, but the Council of Ministers eventually decided that it should be retained.

Higher Education.

A beginning was made during the year in the creation of the proposed University at Baghdad. It was decided to commence with the Theological College and the foundation stone was laid by His Majesty the King, in April. This College will have no direct connection with the Ministry of Education, and it is not necessary, therefore, to detail its aims or scope. It should, however, be emphasized that the provision of buildings for a University is only a minor consideration. The essentials for a College are, firstly, students and, secondly, teachers, and a University in the real sense can only be created on the basis of a national sentiment and a national culture which is necessarily a slow growth.

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The policy of sending selected students abroad for higher studies was, unfortunately, checked for reasons of economy. It was found possible only to maintain the two scholarships already awarded for medical studies in the University of Aberdeen, a Secondary scholarship at Magdalen College School, and six scholarships in Arts at the American University of Beyrout. Reports on these students have been most encouraging. A number of 'Iraqis also proceeded abroad at their own expense. Several were admitted in the past year to Universities in England and a few entered the American University of Beyrout. Three promising students proceeded on their own initiative to Berlin, attracted no doubt by the cheapness in cost of living and tuition expenses; but two were turned back on the ground that they had no previous knowledge of German. The problem resulting from the war has, however, not yet been solved, and until local higher education is available there will be no adequate alternative to that afforded by Constantinople under the Turkish Government.

Secondary Education.

Progress in secondary education has been well maintained in spite of severe handicaps. Three Syrian masters, graduates of the American University of Beyrout, went on leave in the summer and did not return; it was necessary for reasons of economy to fill their places and the new posts created by the expansion in classes by 'Iraqis. It is hoped, when finances permit, to resume recruitment from abroad, as really efficient local personnel with the necessary experience in Arabic is not to be found. The secondary schools in Baghdad and Mosul have now reached their full complement of classes, and in Kirkuk a third year has been formed. Progress in numbers in still slow in Basrah, but the standard of existing pupils is good and it is considered advisable to retain the school, particularly on account of the recent considerable expansion in primary and elementary education in that area. The secondary syllabus was slightly revised at the beginning of the school year, but should still be considered as only provisional. Progress by pupils in English has been satisfactory and a British Instructor has been appointed in each school for this purpose.

Among non-Government institutions which include classes of secondary standard the America Mission School in Basrah, under Mr. Van Ess, continues to maintain a high standard of efficiency, and the David Sassoon College (under the Comité de l'Alliance Israelite Universelle), the Latin School (under the Carmelite Mission) and the Tafayudh and Ja'fariyah Schools in Baghdad, have worked well under considerable financial difficulties. A grant-in-aid to each school was voted on the recommendation of the Ministry. The Dominican School in Mosul, which before the war was perhaps the most advanced educational institution in the country, reopened its secondary classes in the autumn.

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Technical Instruction.

In the important branch of technical instruction progress during the year has on the whole been well maintained. The Technical School in Baghdad has at last found suitable and adequate accommodation, and with the co-operation of Government technical departments and employers of labour its success should be assured. Proposals have also been considered to open a superior section for the training of higher grades of subordinate engineers for Government Departments; they will be needed for the future development of the country. The Technical School in Kirkuk has made excellent progress and should have in time an appreciable effect in raising the standard of manual crafts and introducing modern methods and machinery in the district. In Basrah the school, which was opened in the previous year, did not prove a success and was closed.

It has been found possible to abolish the practice of payment of allowances to students, and it is hoped to establish a regular system of productive work by the senior pupils, while maintaining as the chief aim a practical instructional course with the minimum of classroom work in elementary training.

Training of Teachers.

Twenty-five students successfully completed their course in the Teachers' Training College in July, and were appointed to schools. At the beginning of the new session some reorganization was made, a revised syllabus adopted, and an elementary section added. The superior section now only accepts students who have passed the final examination of the primary schools and is a three years' course. Students who have been for a year or more in a Secondary School, and who have passed the annual examinations, are excused the first or preparatory year in the Training College, and the normal course proper does not begin until the second year. The elementary section, which was added in October, is intended partly to provide a " refresher " course for district schoolmasters and partly for the training of students who have previously received elementary instruction only, and who will fill the lower grades of posts in elementary schools. A two years' course is laid down.

The success of the Training College has been seriously hampered by difficulties in accommodation, particularly for resident students. No available building was large enough to house all those whose homes were outside Baghdad, and the cost of maintaining two or three hostels was excessive and school discipline suffered. It is hoped soon to secure a suitable building now used as a women's and children's hospital, and to admit all students as boarders.

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An important advance in the development of female education has been the opening of a training class for women teachers in Baghdad and Mosul. This class has been placed under the direction of the headmistress of the most efficient girls' school in each place. In Baghdad, five senior girls with the necessary minimum of knowledge, and in Mosul 21, have been induced to join. It is too much to expect that all will consent to take up regular teaching work, but it is hoped that it may be the beginning of a definite idea of a teaching profession for women. There is a most persistent demand all over the country for girls' education, and an attempt must be made to satisfy it.

Primary and Elementary Schools.

The most marked progress in the year has been achieved in the branch of primary and elementary education, and the demand has far exceeded the supply or the funds available. The total number of pupils has greatly increased, and a very considerable advance has been made in the standard of instruction in boys' schools due mainly to more frequent inspection and the provision of additional trained teachers. A gratifying feature is that the higher classes in schools are now much better filled, making progress in the number of pupils possible without a proportionate increase in staff. A revised syllabus was issued and put into operation at the beginning of the school year. A notable advance in numbers has also been made in girls' schools, and, as mistresses with some systematic training will soon be available, it will be necessary to organize this branch separately. Hitherto, mistresses have been recruited from any available source, and the curriculum and standard of the schools has of necessity depended on the ability of the teachers.

School Fees and Sale of Books and Materials.

The Economies Committee considered the question of school fees and provision of school books and materials for pupils, and decided to recommend a revision of the system. Formerly, in theory a fee of Rs.1 per month was charged in primary and elementary schools, and pupils were provided in schools with the necessary books and stationery, which remained the property of the Government. Exemption from fees was permitted in certified cases of poverty. The Council of Ministers eventually decided to make elementary education free; to charge fees of Rs.15 per annum in primary (fifth and sixth) classes, and Rs.50 per annum in Secondary Schools; and only to issue books and stationery on payment to pupils. A small percentage of free pupils was to be permitted to each school. As the former regulations had been honoured in the breach rather than the observance, the change, in theory a step towards free education, was greeted with considerable protest.

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Non-Government Institutions.

There is little new to record in the work of non-Government schools of primary or elementary standard during the year. The general financial depression has affected foreign and native schools alike, but most have succeeded in maintaining the numbers and standard of the previous year. Those which reached the necessary degree of efficiency were again subsidized by Government. An effort is being made to induce them to adopt the official syllabus as much as possible, and as far as it is consistent with their special aims. This is advisable on general grounds and particularly as it is important that there should be uniformity in the standard of pupils who proceed to secondary education, which must of necessity be largely organized directly by Government. It is hoped also in time to co-operate further by undertaking the training of teachers in the Government Training Colleges.

The Future.

The future educational policy of 'Iraq presents many problems. It is commonly believed by many sincere and public-spirited 'Iraqis that the remedy for all troubles is education, and yet more education. This sentiment requires careful modification. Education must progress with, and, indeed, largely assist in economic and social development, but quality is even more important than quantity, and to advance it far beyond the needs or demands of the country would only invite disaster. One hopes that it may be possible to establish and carry out a liberal and moderate policy based on the needs and wishes of the country as a whole, and that the future generation of educated 'Iraqis may be equipped not only with the practical training necessary for the well-being and development of their country, but also with ideals of citizenship and breadth of view, without which there can be no real unity and no great nation.

SECTION VIII.—THE MINISTRY OF AUQAF.

The second year of the administration of Auqaf under a Minister, responsible through the Council of Ministers to His Majesty the King, has closed with good results; that this is so is a source of great satisfaction as the 'Iraq has, like the rest of the world, experienced a period of falling values.

The resignation of His Highness the Naqib of Baghdad of the Premiership in the autumn of 1922 led to the constitution of a new Cabinet under His Excellency 'Abdul Muhsin Beg al Sa'dun, in which the Auqaf portfolio was entrusted to 'Abdul Latif Pasha al Mandil, a prominent Basrah notable, who had held the portfolio of Commerce previously. 'Abdul Latif Pasha's great influence with the other Ministers and officials has had a

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very marked effect in securing co-operation and sympathy for Auqaf, and it is quite likely that his tenure of the office will be the means of solving the inter-departmental problems which are a distinct blot on the administrative record at present.

The success of the administration of Auqaf during the two years' tenure of the portfolio by His Excellency Muhammad 'Ali Fadhl Effendi is the best tribute to his services; but his unfailing kindliness and goodness of heart have also secured for him a special place in the esteem of the staff, administrative and ecclesiastical.

Financial progress is shewn by this table:—

Year.	*Revenues.* Rs.	*Expenditure.* Rs.
1917–18	3,04,089	2,88,901
1918–19	4,55,726	3,99,735
1919–20	13,70,439	10,58,320
1920–21	16,70,886	13,12,191
1921–22	29,16,601	29,03,596
1922–23 (estimated)	37,83,105	37,83,105

In the leasing of the properties, a considerable drop was experienced owing to the falling values; but a large proportion of the fall was counterbalanced by the development and leasing of new properties. The extent of the fall in grain values during the year was about 60 per cent., but Auqaf revenues from properties are only down about 7½ per cent. With the building programme in execution at the end of the year, Auqaf can look forward confidently to recovering all the revenue value lost and even to an increase in 1923–24. The same consideration as to the probable return on the capital expended on building and development projects is being given and is yielding good returns; the most remarkable in point of view of magnitude is a building scheme on which Rs.90,000 were expended, the revenues from which for the first year are Rs.60,000. The building work is of the most substantial character, all of brick and juss-mortar; all roofs are arched, no wood being used on the construction. 'Iraq as a field for investment in real property is of great promise and it is to be hoped big development schemes will shortly be put in hand.

Reconstruction and repair of the religious establishments have gone on steadily and many important works have been completed during the year; progress is shewn in the following table:—

Year.	Rs.
1917–18	Details not available.
1918–19	18,062
1919–20	2,39,529
1920–21	1,69,732
1921–22	4,91,000
1922–23	3,89,695

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The staff has not suffered any serious loss during the year, the composition at the end of the year being one British official and 150 'Iraqis.

The Ministry has continued to do its own constructional work, employing its own labour and purchasing its own materials.

Administrative expenses are still high, especially in view of the fall in grain prices and other values; but it has not been possible to effect any scheme of retrenchment during the year. Advantage will be taken of the results of the Government Cadre Commission when they become available.

Mosque establishments only shew an increase in the building and repairs item, and this is, of course, the second charge on Auqaf revenues, the first being the development of the properties. To this development was allotted three lakhs more than in 1921–22.

During the year, the sum of Rs.4,53,400, the accumulated surplus of the Auqaf nabawi funds from the Occupation up to 1921, was, by order of the Council of Ministers, remitted to Hijaz.

The electric lighting of the principal mosques in Baghdad was undertaken during the year, a special feature being the installation of lights on the minarets for illumination during Ramadhan and other occasions. The limit to these installations is the capacity of the central power-house which is taxed to the full extent and cannot undertake the supply of any more current at present; as soon as power is available, all mosques will be lighted by electricity.

Colleges and schools are the same as last year in Baghdad, but a school has been sanctioned for Basrah and will be opened when the accommodation, which is occupied by another Government Department, is available.

The building of the Kulliyat Diniyah (Theological College) of the Jama 'at al Bait (the new University) has proceeded steadily and it is hoped that the opening ceremony will take place in September. The close of the year found the walls of the first storey completed and awaiting the installation of the reinforced concrete floors. The lines of the building are now apparent and are monumental in their simplicity and beauty. The foundations for the Sarh (central administrative block) have been excavated and work on the building begun. The foundation stone of this building will be laid by His Majesty King Faisal early in the year 1922–23.

The usual statement of revenues and expenditure is attached.

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Auqaf Budget for 1922–23.

Estimated Revenue for 1922–23.

Source of Revenue.	Auqaf Madhbutah.	Shrines.	Nabawi.	Total.	1921–22.
	Rs.	*Rs.*	*Rs.*	*Rs.*	*Rs.*
House Properties	8,83,690	8,380	57,650	9,49,720	9,86,173
Gardens	2,40,165	670	1,68,950	4,09,785	5,49,202
Ground Rents	10,380	620	5,700	16,700	86,390
Agricultural Lands ...	2,45,710	—	200	2,45,910	1,45,256
Uqrs	87,090	—	1,000	88,090	95,069
Forest Lands	10,000	—	48,000	58,000	54,720
Date-palm Taxes	11,530	—	—	11,530	6,000
Tapu Dues	—	—	—	—	420
Fees.					
On Mulhaqqah Auqaf ...	25,100	—	—	25,100	23,500
On Shrines Auqaf	14,710	—	—	14,710	31,342
On Nabawi Auqaf	38,420	—	—	38,420	51,388
Khairat Mudawarrah ...	79,835	—	—	79,835	73,414
Compensation	1,17,000	—	13,230	1,30,230	54,000
Burial Fees	—	88,150	—	88,150	1,68,400
Miscellaneous Revenues ...	13,175	885	5,900	19,960	17,362
Withdrawn from accumulated surplus for Building and Development Schemes	10,68,065	1,08,140	4,27,260	16,03,465	5,74,465
Auqaf Mulhaqqah and Amanat Revenues ...	—	—	3,500	—	—
	Rs.28,44,870	2,06,845	7,31,390	37,83,105	29,16,601

Estimated Expenditure for 1922–23.

Head of Expenditure.	Auqaf Madhbutah.	Shrines.	Nabawi.	Total.	1921–22.
Administrative.	*Rs.*	*Rs.*	*Rs.*	*Rs.*	*Rs.*
Salaries and Allowances ...	2,78,735	14,710	38,420	3,31,865	3,35,454
Expenses	86,385	1,570	20,830	1,08,785	66,550
Furniture	4,925	180	—	5,105	3,910
Rents	3,780	—	—	3,780	300
Mosque Establishments.					
Salaries	2,95,140	32,470	—	3,27,610	3,86,530
Allowances and Pensions ...	17,900	—	280	18,180	19,550
Expenses	79,085	15,060	—	94,145	97,070
Colleges and Schools ...	63,600	—	—	63,600	68,629
Food and Entertainment Allowances	35,165	—	—	35,165	36,700
Buildings and Repairs ...	7,14,665	1,33,390	—	8,48,055	4,91,000
Property Development.					
Buildings and Repairs ...	9,29,960	8,630	2,11,460	11,50,050	8,54,500
Agricultural Development...	60,700	—	—	60,700	87,000
Purchase of Properties ...	56,500	—	—	56,500	1,87,000
Miscellaneous.					
Tapu Fees	10,660	835	7,000	18,495	49,920
Khairat Mudawarrah ...	79,835	—	—	79,835	—
Reserve for contingencies ...	1,27,835	—	—	1,27,835	1,36,069
Remittance to the Hijaz ...	—	—	4,53,400	4,53,400	—
Surplus	—	—	—	—	13,005
	Rs.28,44,870	2,06,845	7,31,390	37,83,105	29,16,601

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APPENDIX I

ELECTORAL LAW.

80. WE THE KING OF 'IRAQ do hereby order as follows :—

PREAMBLE.

DEFINITIONS.

SECTION 1 (*as amended on 1st May*, 1922). In these Regulations the following words shall have the following meanings :—

'Iraq :—Includes all territories known by this name and comprises the following Liwas :

1. Mosul.
2. Sulaimani.
3. Kirkuk.
4. Sub-Division of Arbil.
5. Diyala.
6. Baghdad.
7. Kut.
8. Dulaim.
9. Hillah.
10. Karbala.
11. 'Amarah.
12. Muntafiq.
13. Basrah.

'Iraqi :—Is every person who is an Ottoman subject by origin and now resident in the territories of 'Iraq, except those who claim foreign nationality.

Primary Elector :—Is any 'Iraqi entitled to elect.

Secondary Elector :—Is a person elected by the Primary Electors for the purpose of electing Representatives.

Representative :—Is any person elected by the Secondary Electors to be a member of the Constituent Assembly.

CHAPTER I.

ELECTORAL COLLEGES AND THEIR DIVISIONS.

SECTION 2. Each Liwa shall form an Electoral College and each Nahiyah or Quarter a section thereof. If any doubt arises as to the boundaries of a Nahiyah, it shall be resolved by the Committee of Inspection.

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SECTION 3 (*as amended on 1st May*, 1922). The Constituent Assembly shall consist of one hundred Representatives distributed as follows :—

(*a*) From the tribes domiciled in the Liwa of—

Mosul	2
Kirkuk	1
Sub-Division of Arbil	1
Sulaimani	2
Baghdad	2
Kut	2
Diyala	1
Dulaim	1
Hillah	3
Muntafiq	2
'Amarah	2
Basrah	1

(*b*) From the Jews domiciled in—

Mosul	1
Baghdad	2
Basrah	1
Kirkuk	1

(*c*) From the Christians domiciled in—

Mosul	2
Baghdad	2
Basrah	1

(*d*) From the inhabitants of towns and villages, such number of Representatives as is proportional to the number of Primary Electors (*see* section 16). Provided that an Electoral College which does not contain the requisite number of Primary Electors shall have the right to elect one Representative.

The shaikhs of the tribes domiciled in each Electoral College shall nominate double the number of Representatives shown against their respective name in section 3 hereof, and if they do not agree over the required number the names of the candidates shall be communicated to the Secondary Electors of the College, who shall elect the requisite number of Representatives from among the candidates.

The shaikhs shall communicate their votes to the Mutasarrif five days at least before the day fixed for the election.

As regards (*b*), (*c*) and (*d*) any 'Iraqi domiciled in any of the Electoral Circles mentioned in section 4 hereof shall have the right to stand as a candidate or to be chosen as such by two hundred Primary Electors of his College.

SECTION 4. Every Representative shall represent the whole population of 'Iraq.

The Electoral Colleges shall be grouped into three Circles : The First Circle which comprises the Liwas of Mosul, Kirkuk and Sulaimani.

The Second Circle which comprises the Liwas of Baghdad, Diyala, Dulaim, Hillah, Karbala and Kut.

The Third Circle which comprises the Liwas of Muntafiq, 'Amarah and Basrah.

Every Electoral College shall elect its Representatives from among the inhabitants of its Circle and shall not have the right to elect them from the inhabitants of another Circle.

SECTION 5. The Council of Ministers shall appoint in the Capital a Board attached to the Ministry of Interior, for the purpose of directing and controlling the elections. This Board shall be the superior authority for all purposes of elections.

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CHAPTER II.

Preparation of Electoral Registers.

Section 6. In every Qadha steps shall be taken on the receipt of orders to prepare an Electoral Register containing the names of all males of the population thereof who have the right to elect.

Section 7. The duty of preparing Electoral Registers in each Qadha shall devolve on a Commission consisting of the Presidents of Municipal Councils, the Imams, Priests, Rabbis, Mukhtars and a number of notables not exceeding three.

Section 8. As soon as orders for the elections are received in a Qadha, the Qaimmaqam thereof shall summon the Commission mentioned in section 7 and shall read such orders to them publicly and shall explain to them the necessity of preparing Electoral Registers showing the names and creed of all Primary Electors, and shall indicate to them the manner of drawing up such Registers.

Section 9. The Imam, Mukhtar, Priest and Rabbi of every village or quarter shall on receipt of these instructions, assemble with the notables of the locality in suitable places, and shall in concert proceed to prepare the Electoral Registers. Within ten days such Registers must be completed in duplicate, one copy being sent to the Mudir of the Nahiyah and the other copy remaining in the custody of the eldest of the Mukhtars.

Section 10. If any male 'Iraqi who has completed his twenty-first year is subject to any of the disqualifications set out in section 20, a note indicating such disqualification shall be made against his name in the remarks column. The Commission mentioned in section 7 shall have power to determine the age of Electors.

Section 11. Every person above the age of twenty-one, who has resided in a quarter or village for one year shall be registered in the Register of such quarter or village. Government officials shall have the right to vote in the locality in which they are at the time of election. No member of the Regular, Reserve or Gendarmerie Forces shall take part in the elections except those who hold the rank of Lieutenant or any other superior rank wherever they may be. Privates of the Regular, Reserve or Gendarmerie Forces on leave in their homes shall have the right to elect if possessed of the necessary qualifications.

CHAPTER III.

Committees of Inspection and their Duties.

Section 12. When the registers begin to arrive from the Nahiyahs, villages and quarters, a Committee of Inspection shall be formed at the Qadha. This Committee shall be composed of five to ten members according to the size of the Qadha, under the Presidency of the President of the Municipality. Each Mukhtar shall select five persons from among the notables of his quarter. Such persons shall then assemble and elect the necessary number for the Committee. In a locality where there is no President of a Municipality the President of the Committee shall be elected by the members from among themselves.

Section 13. The Committee of Inspection shall check the registers received by it and ascertain that they are in accordance with these instructions and free from errors, omission or fraud. If it feels a doubt on any point it may summon any person from the villages or quarters for the

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purpose of enquiry. The investigations of the Committee in every Qadha irrespective of size shall not last more than 12 days, during which the Committee shall sit daily.

SECTION 14. Upon expiry of the period mentioned in the preceding section, a copy of the registers so revised shall be posted upon the Mosques, Churches, Synagogues, Government and Municipal offices, public thoroughfares and at the entrance of every Nahiyah. An official of the Police or of the Municipality shall be appointed to guard these copies. The public shall be informed of the posting of the registers through the press or by means of special notices sent by the Committee of Inspection to the Mukhtars of the villages and quarters to be posted up in necessary places, and in places where there is no printing press, by means of public criers. The Register of Electors shall remain posted for seven days, and on the evening of the seventh day they shall be taken down by the presidents of the Municipal Councils in the towns and by the Mudirs of the Nahiyahs at the Nahiyahs.

SECTION 15. Any person may, within the period of seven days provided in the preceding section, object to the undue registration of any name or to the omission of any name which should have been registered. Such objection shall be made on a plain sheet of paper addressed to the Committee of Inspection. The Committee shall enquire into the objection within three days at most and shall notify the objector of the decision taken by its majority with the grounds thereof. If the objection is upheld the registers shall be corrected accordingly and if rejected the objector may, if he is not satisfied, bring the case before the Court of the Qadha, which will be an Appellate Court for the purpose of cases arising from the elections. A written application must be presented for this purpose within three days from the date of service of the decision. If the objection is upheld the registers shall be corrected accordingly. After expiry of the above period no case shall lie. If there is not a Court in the Qadha, application shall be made to the nearest Court. The decision of the Court shall be given within three days and shall not be liable to appeal or revision. No fees shall on any account be charged. After expiry of the seven days the notices which have been posted shall be taken down and no objection shall be heard.

SECTION 16. When all the registers of Primary Electors have been received from the Nahiyahs by the Committee of Inspection of the Qadha, it shall send to the Mutasarrif of the Liwa a register containing the names of all Primary Electors in the whole Qadha. The Mutasarrif of the Liwa shall add up the numbers of the Primary Electors of his Liwa according to the registers received from the Qadha and their sub-divisions, in the presence of the Committee of Inspection, and shall send the total to the Electoral Board. After receipt of the totals of Primary Electors of all the Liwas of 'Iraq, this Board shall determine the number of Representatives eligible in each Liwa in accordance with section 3 hereof, on the basis of the proportion of the number of Primary Electors of such Liwa to the total number of Primary Electors of all Liwas. This shall be communicated to all Committees of Inspection in 'Iraq and each Committee of Inspection shall forthwith inform the Electoral Committee subject to it.

CHAPTER IV.

ELECTORAL COMMITTEES OF THE SECTIONS.

SECTION 17. Within the Qadhas, the election in each Nahiyah and quarter shall be separate. A person resident in one Nahiyah or quarter shall not be allowed to go to another Nahiyah or quarter to vote. A member shall be chosen by lot from the Committee of Inspection of the Qadha to visit the Nahiyah at the time of election and to supervise the proper conduct thereof.

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SECTION 18. All male 'Iraqis, except those mentioned in section 20, shall be Primary Electors. One Secondary Elector shall be elected by every 200 Primary Electors whose names are recorded in the Electoral Registers.

SECTION 19. Any Nahiyah containing more than 200 Primary Electors and less than 300 shall elect one Secondary Elector, from 300 to 500 two, from 500 to 700 three, from 700 to 900 four, and the same proportion shall be followed in Nahiyahs entitled to five, six and more Secondary Electors. A Nahiyah which contains less than 200 and more than 100 Primary Electors shall elect one Secondary Elector.

SECTION 20. The following persons shall be disqualified from voting :—

(*a*) Those who have not completed their twenty-first year.

(*b*) Those who have lost their civil rights.

(*c*) Those who are or claim to be of foreign nationality.

(*d*) Undischarged bankrupts.

(*e*) Those against whom an order of inhibition has been passed and have not been released.

(*f*) Those convicted of any crime or of a contravention which affects their honour such as theft, bribery, misappropriation, forgery, fraud and similar offences.

(*g*) Those who pay no tax whatever to the Government or to a Municipality : the resident of a house which pays a tax to the Government or to the Municipality shall be treated as if paying the tax himself.

SECTION 21. The following shall not be Secondary Electors, namely, any person who :—

(*a*) Is not an 'Iraqi.

(*b*) Has not completed his twenty-fifth year.

(*c*) Has lost his civil rights.

(*d*) Claims to be a foreign national.

(*e*) Is a bankrupt.

(*f*) Has been the subject of an order of inhibition and has not since been released.

(*g*) Has been convicted of any crime or of a misdemeanour affecting his honour.

(*h*) Does not pay any tax to the Government or to the Municipality : the resident of a house which pays a tax to the Government or to the Municipality shall be treated as if paying the tax himself.

SECTION 22. In each Nahiyah there shall be prepared a register of persons entitled to vote. A copy of this register shall be handed to the member of the Committee of Inspection who visits the Nahiyah. If the Committee of Inspection requires clerks to prepare the register within one or two days, it may ask the Local Government to provide them. If the Local Government be unable to supply a sufficient number, the Committee may ask for volunteers from the population.

SECTION 23. The Committee of Inspection shall prepare for each Nahiyah voting papers of sufficient size to contain several names and corresponding in number to the number of Electors. It shall seal those papers with its own seal and shall deliver them to the member appointed to the Nahiyah.

SECTION 24. Before the arrival of the member at the Nahiyah, the Committee of Inspection shall divide such Nahiyah into Sections of not more than three hundred voters each. It shall also appoint a day for

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the voters in each Section to present themselves at the village which is the headquarters of the Nahiyah and shall inform them of such date by notification.

SECTION 25. The official appointed by the Committee of Inspection shall go to the headquarters of the Nahiyah two days before the meeting of Electors. He shall also prepare the registers containing the names of the Electors of the Nahiyah and the voting sheets sealed with the seal of the Section, and shall take with him boxes supplied by the Committee of Inspection. Such boxes shall be locked with double locks such that the key of either lock will not open the other, and shall be of sufficient size to contain the voting papers of the Nahiyah. Each box shall have on its top an oblong aperture through which a small envelope may pass. The official shall be accompanied by two gendarmes and, in case of need, by a Government clerk or other person. The allowance of such person and of the official sent by the Committee of Inspection to the Nahiyah shall be fixed by the Committee of Inspection and shall be paid from the Municipal funds.

SECTION 26. The official mentioned in the preceding section shall form a Committee to be called the Electoral Committee in each Nahiyah. This Committee shall sit under his Presidency and shall comprise the Imam, the Priest, the Rabbi and a number of notables of the Nahiyah. It shall determine the dates, hours and places of the meetings of Electors and the delivery of the voting papers. Its decisions shall be by majority of votes and shall be announced to the public.

SECTION 27. The Electoral Committee shall meet at the appointed place and shall open the box brought by the official from the Qadha in order that those present may see that it is empty. The box shall then be locked and one of the keys shall be given to the official sent from the Qadha and the other to the eldest member of the Committee. It shall then be fastened with a string and sealed by all the members.

SECTION 28. After the boxes have been sealed in accordance with the last preceding section, the Electoral Committee shall call up the Electors of the most distant village together with the Imams, Priest, Rabbis, Mukhtars and two notables thereof, and shall give to each Elector a sealed voting paper. Each Elector shall write thereon the names of the persons whom he thinks suitable to be Secondary Electors up to the number specified in section 19 and in whom he has confidence and whom he trusts for the election of Representatives. An Elector who cannot write may require any person in whom he has confidence to write the names which he wishes in the characters locally current. In case any Elector has written more names than the correct number of Secondary Electors, the names first written by him up to the correct number shall be accepted and registered and the rest shall be ignored. In case an Elector writes less names than the correct number, the names written will be accepted. If an Elector writes the same name several times (for example, three times in a Nahiyah which is entitled to three Secondary Electors) the name shall be reckoned once only. If the writing is illegible, it shall be disregarded. The Committee shall, so far as possible, explain the foregoing provisions to the people.

SECTION 29. A short while after the distribution of the voting papers to be filled in, they shall be collected from the Electors present, beginning from the members of the Committee who are entitled to vote in that Section. The clerk of the Committee shall ask every Elector who presents his voting paper to state his name, surname and domicile, and if this statement is verbally confirmed by the Mukhtar, the clerk shall make a note against his name in the register. Before casting his voting paper in the box each Elector shall be required to declare that he is an 'Iraq National and that he intends to remain as such permanently, and after signing a note

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to this effect against his name in the register, he will be allowed to cast his voting paper in the box. The Electoral Committee shall take care that an Elector does not cast into the box more than one paper.

SECTION 30. When the Electors of a village have placed their voting papers in the box the Mukhtar shall announce that the Electors of that village have voted. The clerk shall then seal the register of such village with the seal of its Imam, Mukhtar, Priest, Rabbi and a number of its notables, or shall require them to sign the register. They shall then withdraw and the process shall be repeated for the next village.

SECTION 31. Any person who produces a voting paper after the votes of his village have been cast and the residents of his village have withdrawn, shall not be allowed to vote and shall be deemed to have forfeited his rights to vote by his delay. Voting by proxy shall not be allowed even for lawful reason. If by the evening the election proceedings of a village remain incompleted, the Committee shall place a piece of paper over the aperture of the box, fasten it with a string and seal it on both sides of the string with the seals of all the members. The locks shall also be sealed. The box shall then be kept in a safe place appointed by the Committee and special care shall be taken in guarding it. In the morning the members, after ascertaining that their seals have not been tampered with, shall remove them and proceed with the reception of the voting paper.

SECTION 32. Every elector shall be free to return to his village after casting his vote. The Committee shall endeavour to arrange that the electors shall not remain at the Nahiyah headquarters more than one day.

SECTION 33. The Committee of Inspection shall divide the towns and villages into Sections in proportion to the number of Electors therein and shall appoint an official for each Section. The election shall then be conducted in each Section in the same manner as in the villages and the Nahiyahs.

SECTION 34. Every Elector shall present his voting paper in person and no proxy shall be accepted on any account.

SECTION 35. After all the Electors of a Nahiyah or Section have presented their votes, the box shall be opened in presence of all the members of the Electoral Committee. The papers shall be counted and replaced in the box without being read and a Madhbatah shall be forthwith drawn up showing the number of electors who have come forward to vote in the Nahiyah or Section and the number of papers found in the box.

SECTION 36. If any paper be found in the box without bearing the seal of Committee it shall be deemed to be void and shall be disregarded. If a voter has signed his name on the paper, the names of the persons elected by him shall be read and registered and his own name shall be ignored.

SECTION 37. If in any box there be found a number of papers greater than the number of Electors noted in the register as having come forward the Electoral Committee of the Nahiyah or Section shall be held answerable and a Judge of Instruction shall be deputed from the Qadha or Liwa to enquire and find out how the fraud occurred in the casting of the extra number of papers in the box. To avoid the delay which a repetition of the election may involve, the Committee shall take from the papers a number corresponding to the number of Electors and the remaining papers shall be disregarded.

SECTION 38. After the papers have been counted, the names written thereon shall be recorded as follows: the names shall be read out and shall be written down on large sheets of paper in alphabetical order, and as each name is read out the figure (1) shall be marked against it. In order that the box may not be left open for any length of time, the number of

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voting papers which can be dealt with in an hour and the working hours of the Committee shall first be determined. If, for example, 250 papers are dealt with in an hour and the Committee arrange to sit three hours, 750 papers only shall be taken from the box and placed upon the table to be dealt with. In the meantime, the box shall be locked, fastened with a string, and sealed on both sides of the string and on the aperture with the seals of all the members present. It shall then be kept in a secure place, the door of which shall likewise be sealed. Every evening the papers which have been opened shall be placed in a bag which shall be sealed and a short Madhbatah shall be drawn up showing the number of votes won by each of the Secondary Electors. The next morning the Committee shall assemble and decide upon its hours of work and shall open the box publicly and shall take from it the proper number of papers. If the work cannot be completed that day the same process shall be repeated on the third, fourth and following days. After all the papers have been sorted the Electoral Committee shall give to each person who has won a majority of votes a Madhbatah to the effect that he is a Secondary Elector.

SECTION 39. After the completion of the procedure described in the preceding sections, a Madhbatah in duplicate shall be drawn up in the following form: "From the village or Section A there have appeared .....Electors (according to the number recorded in the register), and after the box was duly opened and the papers read it has been found that X has obtained.....votes and Y.....votes, and that Q and Z have obtained a majority of votes." The Electoral Committee shall seal this Madhbatah a copy of which shall be given to the official sent from the Qadha and the other copy shall be retained by the Mudir of the Nahiyah.

SECTION 40. After receiving the Madhbatahs from the Electoral Committee, the Secondary Electors shall proceed to the headquarters of the Qadha and shall there present the Madhbatahs to the Committee of Inspection, who shall have them recorded in a special register. The Committee shall notify the Secondary Electors of the date and hour fixed for the election of Representatives, and shall announce to them the names of the candidates, if any, and shall explain to them that it is their duty to vote for the proper number of such persons as they know to be suitable to be Representatives and in whose patriotism and knowledge they have confidence, whether such persons are chosen among the candidates or otherwise, provided they are not subject to any of the disqualifications mentioned in the next section. If any of the Secondary Electors fail to attend and produce his Madhbatah, he shall be notified by special letter to attend at the day and hour appointed.

CHAPTER V.

AS TO THE MANNER OF ELECTING REPRESENTATIVES.

SECTION 41. The following shall be disqualified from being elected as members of the Constituent Assembly :—

(*a*) Any person who is not an Ottoman subject by origin, although residing in 'Iraq.

(*b*) Any person claiming foreign nationality.

(*c*) Any person who has not completed his thirtieth year.

(*d*) Any person who is an undischarged bankrupt.

(*e*) Any person who has been the subject of an order of inhibition and has not been released therefrom.

(*f*) Any person who has lost his civil rights.

(*g*) Any person who cannot read and write, except Representatives of the tribes.

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No person shall at the time be a Representative and a Government Official, except in the case of Ministers. Any official who is elected to be a Representative shall have the option of accepting or refusing to be a Representative within eight days. If he accepts he shall be deemed to have resigned his official post.

SECTION 42. On the date and the hour fixed by the Committee of Inspection the Secondary Electors shall present themselves and shall be given voting papers sealed on the back with the seal of the Committee, and shall be informed of the number of Representatives to be elected with specific indication of the number of Jews and Christians who must be elected and the names of the candidates nominated by the tribes and any other candidates. Each one of them shall then write the correct number of names upon his paper. A Secondary Elector who cannot write may employ any person present to write for him, provided that he shall not withdraw from the meeting for the purpose. In case the number of names on any paper be in excess or deficient, or in case the Elector has signed his own name, the procedure shall be that described in section 28.

SECTION 43. A box with an aperture large enough to admit a single voting paper at a time shall be placed on a table in the room in which the Committee of Inspection sits for the purpose of recording the votes. Before any papers are placed in this box it shall be opened and shown to those present in order to assure them that it is empty. It shall then be closed and a sheet of paper sealed by the Committee of Inspection, the Qadhi and Naib Ja'fariyah, the religious chiefs and three of the Secondary Electors, shall be fastened upon the lock.

SECTION 44. The Committee of Inspection shall then call up the Secondary Electors one after another in the order in which their Madhbatahs are registered. They shall then proceed to vote, care being taken that no Elector shall place more than one paper in the box.

SECTION 45. If not less than 80 per cent. of the Secondary Electors appear on the day fixed for the election of Representatives, the box shall be opened and the voting papers examined. The names of the persons who have obtained any votes shall be noted in special Madhbatahs which shall be sent to the Committee of Inspection of the Liwa as hereinafter provided. If less than 80 per cent. of the total number of Secondary Electors appear, the box shall not be opened but a sheet of paper shall be placed on its aperture and shall be sealed by the Committee of Inspection, the Qadhi, the Naib Ja'fariyah, and the religious chiefs. It shall then be kept in a secure place until the arrival of the other Secondary Electors. The Government shall give notice to the Secondary Electors who have failed to appear, calling on them to attend at the time appointed. The Secondary Electors who have given their votes may, if they so desire, return to their villages.

SECTION 46. On the day fixed the Qadhi, the Naib Ja'fariyah, and the religious chiefs shall meet with the Committee of Inspection and after ascertaining that the seals are intact shall remove the paper and the Secondary Electors who were absent on the former occasion shall then proceed to cast their votes. If any of the Secondary Electors still fail to attend, whether or not from reasonable cause, the proceedings shall not be further delayed but the box shall be opened. Anyone presenting himself after the box is opened shall be deemed to have forfeited his right to vote.

SECTION 47. After the box has been opened in the presence of the Committee, the voting papers shall be counted and read publicly. The names of any person elected to be a Representative shall be written down, and as each name is read out the figure (1) shall be marked against it in the list, until all the voting papers have been read. The votes given for each person shall thus be counted and a Madhbatah shall be drawn up showing

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the totals. This shall be sealed by the Committee and sent through the Qaimmaqam of the Qadha to the Committee of Inspection of the Liwa.

This Madhbatah shall show the name of any person who obtained any vote whatever, the number of votes obtained by him being entered against his name in words and figure. A copy of this Madhbatah shall be kept at the Municipal office of the Qadha.

SECTION 48. Upon the arrival at the Liwa headquarters of the Madhbatah despatched by the Qadhas, the votes which have been cast at the Liwa headquarters shall also be counted and a Madhbatah made out. The Committee of Inspection of the Liwa, together with the Qadhi, the Naib Ja'fariyah, the religious chiefs, and any candidates who present themselves or their representatives shall then assemble. The Madhbatah of the Liwa headquarters shall first be read and the names of those who have obtained votes in that Madhbatah shall be recorded. The Qadha Madhbatahs shall then be read out and the names of all those who have obtained votes in them shall be recorded in the same manner. The persons who have obtained the prevailing majority shall be the Representatives of the Liwa. In case of equality of votes, decision shall be made by lot. The Committee of Inspection shall at once prepare a Madhbatah showing the names of those who have obtained a majority of votes and this Madhbatah shall be sealed with the personal seal of or shall be signed by each member of the Committee. The required number of tribal, Jewish and Christian Representatives in accordance with the provisions of section 3, sub-sections (1), (2) and (3), shall be elected by relative majority from among their respective candidates, without regard to the prevailing majority obtained by other persons.

SECTION 49. An attested copy of the Madhbatah shall be given to every Representative and the original shall be sent to the Mutasarrif of the Liwa.

CHAPTER VI.

GENERAL PROVISIONS.

SECTION 50. A Representative holding a Madhbatah from the Committee of Inspection shall be bound to present it to the Mutasarrif for attestation, and thereafter shall present himself at the Capital on the day of the opening of the Constituent Assembly.

SECTION 51. Each deputy upon his arrival at the Capital shall have his Madhbatah registered by the Electoral Board.

SECTION 52. A person who is elected in more than one Liwa shall within eight days inform the head of the Government in writing as to the Liwa which he opts to represent, and thereafter another person shall be elected in the Liwa whose Representatives become thus in a deficiency.

SECTION 53. If any Representative resigns, or accepts any appointment in the service of the Government other than that of Minister, or relinquishes his office for any cause, or dies, or is not accepted by the Assembly, or loses his civil rights, the Assembly shall enquire into the matter and the President shall inform the Government of the necessity for the election of another Representative, whereupon a fresh election shall be held in the Liwa of such Representative. The resignation of a Representative who holds a Madhbatah attested by the Mutasarrif of the Liwa shall not be accepted except by the Constituent Assembly.

SECTION 54. Secondary Electors shall retain their status till the end of the duration of the Assembly. When a necessity arises for the election of a Representative to a vacant seat of any Liwa under section 52 and 53, such election shall be carried out by the Secondary Electors of such Liwa.

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SECTION 55. No person who has come to a Section for the purpose of voting shall be arrested and imprisoned for a debt due to the Government.

CHAPTER VII.

PENALTIES.

SECTION 56. Any Imam, Priest, Rabbi, or Mukhtar who refuses to give any information asked for by the Municipal Council, the Committee of Inspection, or the Electoral Committee, shall be punished with a fine of from 2 to 10 Majidis.

SECTION 57. Any person who assumes a false name or description, or conceals the existence of any legal disqualification affecting him with intent to cause his name to be registered in the register of Electors, or registers his name twice therein, shall be punished with a fine of from £T. 1 to £T. 10 and with imprisonment for one month to one year.

SECTION 58. Any person who intimidates, or offers a pecuniary or other inducement to the Electors for the purpose of being elected as Representative, or for the purpose of causing any other person nominated by him to be so elected, and any person who accepts such bribes for this purpose, or promises posts in the Government service or special appointments for the purpose of causing the Electors to vote or abstain from voting for any particular person, and any person who accepts such promise shall be punished with imprisonment for two to eighteen months and with a fine of from £T. 10 to £T. 50. Any official who is guilty of any such offence shall, in addition to the above penalties, be sentenced to be dismissed from his post.

SECTION 59. Any person who steals, wrongfully seizes or destroys a box containing voting papers, or commits any such offence in respect of official documents concerning the elections, shall be punished with imprisonment for one to three years and with a fine of from £T. 10 to £T. 100. If in the course of committing any such offence such person commits any other offence, he shall be liable to be punished in accordance with the provisions of the Penal Code.

SECTION 60. Any person who attempts to commit any of the offences described in this Chapter shall, if the attempt is not consummated, be punished with half the punishment prescribed for the offence.

SECTION 61. Any person who has lost his right to vote, either on account of his being an undischarged bankrupt, or under an order of a Court, and whose name has been entered in the electoral registers without any intention on his part, whether such entry have been made before or after the judgment of the Court or declaration of bankruptcy, and who thereafter votes at the election, shall be punished with imprisonment from one week to one month and with a fine of one to five Majidis. Any such person who has his name registered by fraud, or who assumes the name and description of another voter and votes, shall be punished with imprisonment from six months to two years and with a fine of from £T. 1 to £T. 10.

SECTION 62. Any person who takes advantage of a repeated registration for voting more than once shall be punished with imprisonment for one week to one month.

SECTION 63. Any person who has been employed by an Elector to write the names of persons for whom he wishes to vote, and who writes other names than those indicated by the elector, shall be punished with imprisonment for one to six months and with fine of £T. 1 to £T. 10 for every name so miswritten.

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SECTION 64. Any person who prevents an Elector from voting or constrains him to vote by the use of force or threats of deprivation of his post or of injury to himself or his family or his property, shall be punished with imprisonment for one month to one year and with a fine of from £T. 5 to £T. 20.

SECTION 65. Any person who disturbs the course of the election by publishing false rumours or by disseminating falsehoods, or by any other wrongful means, or who prevents one or more Electors from voting or obstructs the free course of election by collecting an assembly or by menacing manifestations shall be punished with imprisonment for one month to one year and with a fine of from £T. 1 to £T. 40.

SECTION 66. Any person who executes or designs any attack upon the Electoral Committee in order to obstruct the election shall be punished with penal servitude for three to five years. If such attack be the result of a conspiracy between several persons and be designed to take place in several places, the penalty may be extended to a term of fifteen years.

SECTION 67. Any person who commits more than one of the offences specified in these Regulations shall be punished with the penalty prescribed for the offence involving the heaviest penalty.

SECTION 68. An action arising out of an election, whether concerning public or private rights, shall not be heard after the expiry of six months after the publication of the result of the election.

SECTION 69. A Representative shall not be deprived of his office as such after the Constituent Assembly has ratified and promulgated his election even upon the finding of a Court that the election was irregular. Provided that if the judgment be to the effect that the Representative does not possess the requisite qualifications, the Assembly shall enquire into the matter and shall decide as to his acceptance or rejection and the election of another in his stead.

SECTION 70. Offences under this Chapter shall be tried by the competent Court.

SECTION 71. The provisions of the present Regulations for the election of the Constituent Assembly shall be carried out once only until the Constituent Assembly begins to sit.

SECTION 72. The Ministers of Interior, Finance and Justice are charged with the execution of these Regulations.

Made at Baghdad this 5th day of Rajab 1340 and 4th March, 1922.

FAISAL.

Prime Minister: 'ABDUL RAHMAN.	*Minister of Interior*: (Absent).	*Minister of Finance*: SASUN.
Minister of Justice: NAJI AL SUWAIDI.	*Minister of Defence*: JA'FAR AL ASKARI.	*Minister of Communications and Works*: 'IZZAT PASHA.
Minister of Education: HIBAT AL DIN.	*Minister of Awqaf*: FADHIL.	*Minister of Commerce*: 'ABDUL LATIF AL MANDIL.
	Minister of Health: HANNA KHAIYAT.	

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APPENDIX II.

TREATY OF MUHAMMARAH.

IN THE NAME OF GOD THE MERCIFUL THE COMPASSIONATE.

With a view to securing friendship and good relations between the two Governments of 'Iraq and Najd.

We, the undersigned delegates, appointed by His Majesty Faisal I. King of 'Iraq, and by His Highness 'Abdul 'Aziz ibn Sa'ud, Sultan of Najd and its dependencies, and by His Excellency Major-General Sir P. Z. Cox, G.C.M.G., G.C.I.E., K.C.S.I., His Britannic Majesty's High Commissioner in 'Iraq in order to draft a Treaty between the 'Iraq and Najd Governments, have agreed upon the following articles :—

ARTICLE 1.

(*a*) The tribes known as the Muntafiq, Dhafir and 'Amarat, will belong to 'Iraq. Both Governments, that is to say the Government of 'Iraq and the Government of Najd, guarantee mutually that they will prevent aggression by their tribes on the tribes of the other, and will punish their tribes for any such aggression, and should the circumstances not permit of such punishment, the two Governments will discuss the question of taking combined action according to the good relations prevailing between them.

(*b*) The Najd delegate having refused to accept the boundaries asked for by the 'Iraq Government, the following principle was laid down :—

According to Article 1 (*a*) the Muntafiq, Dhafir and 'Amarat tribes belong to 'Iraq ; similarly the Shammar Najd belong to Najd. The wells and lands used from old times by the 'Iraq tribes shall belong to 'Iraq and the wells and lands used from old times by the Shammar Najd shall belong to Najd. In order to determine the location of these lands and wells and to fix a boundary line in accordance with this principle a committee shall be formed consisting of two persons with local knowledge from each Government, and presided over by a British official selected by the High Commissioner ; the committee will meet in Baghdad to fix the final boundaries, and both parties will accept these boundaries without any objection.

ARTICLE 2.

The two Governments, 'Iraq and Najd, guarantee to ensure the safety of the pilgrim routes and protect pilgrims from every kind of molestation so long as they are within their boundaries, as has already been guaranteed by the Sultan of Najd to His Britannic Majesty's Government in Article V of the treaty between them.

ARTICLE 3.

(*a*) The two Governments agree that commercial intercourse shall be free from restrictions, and that each Government shall treat merchants belonging to the other in the same way as it treats its own merchants.

(*b*) Raw or manufactured products of Najd when imported into 'Iraq, and similarly raw and manufactured products of 'Iraq when imported into Najd shall be subject to the same tariff as prevails in the case of other friendly countries, in respect of import, export, transit, and re-export duties, and all other customs matters.

(*c*) The two Governments shall have the right to increase their customs duties and to levy fresh local and special taxation not in force at the present time provided that such alteration shall be similar to those enforced against other friendly countries. Each Government shall inform the other of any regulations issued by it in these matters.

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ARTICLE 4.

The two Governments agree to freedom of travel in their respective countries for purposes of trade or pilgrimage, provided that travellers are in possession of passports issued by their own Government. Each Government shall inform the other of any regulations issued by it in this matter.

ARTICLE 5.

Any tribe belonging to one of the countries which settles in the other country shall pay grazing fees.

ARTICLE 6.

In the event (which God forbid) of a breach in the relations between either of the Governments and the British Government, this treaty shall become null and void.

Signed (at Failiyah near Muhammarah) on Friday, 7th Ramadhan, 1340, equal to 5th May, 1922.

Delegate of the King of 'Iraq, King Faisal I. Minister of Communications and Works.

(*Signed*) SABIH.

Delegate of His Highness the Sultan of Najd and its Dependencies—'Abdul Aziz ibn Sa'ud. Secretary to His Highness.

(*Signed*) AHMAD AL THANAIYAN AL SA'UD.

Delegate of His Excellency the High Commissioner of His Britannic Majesty. Secretary to His Excellency.

(*Signed*) B. H. BOURDILLON.

POSTSCRIPTION.

1. This treaty shall not be valid until it has been ratified by their Majesties the rulers of 'Iraq and Najd, and by His Excellency the High Commissioner.

2. The delegate of Najd guarantees that, pending the decision of the committee which will meet in Baghdad, the tribes of Najd will not attack the tribes of 'Iraq.

KING OF 'IRAQ.
(Seal.) Faisal ibn al Husain.

THE SULTAN OF NAJD AND ITS DEPENDENCIES.
ABDUL 'AZIZ IBN 'ABDUL RAHMAN AL SA'UD HAS AGREED TO THE ARTICLES OF THIS PROTOCOL.
(Seal.)

IN THE NAME OF GOD THE MERCIFUL THE COMPASSIONATE

This Protocol defining the boundaries between the two Governments of 'Iraq and Najd is appended to the agreement made at Muhammarah on the seventh day of Ramadhan the Blessed, in the year 1340, which corresponds to the Fifth day of May, of the year 1922.

ARTICLE 1.

(*a*) The frontier from the East begins at the junction of the Wadi al 'Aujah (W. el Audja) with Al Batin and from this point the Najd frontier passes in a straight line to the well called Al Wuqubah (El Ukabba) leaving

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Al Dulaimiyah (Dulaimiya) and Al Wuqubah (El Ukabba) north of the line and from Al Wuqubah (El Ukabba) it continues N.W. to Bir Ansab (Bir Unsab).

(*b*) Starting from the point mentioned above, i.e., from the point of the junction of the Wadi al 'Aujah (W. el Audja) with Al Batin (El Batin) the 'Iraq boundary continues in a straight line N.W. to Al Amghar (El Amghar) leaving this place to the South of the line and from thence proceeds S.W. in a straight line until it joins the Najd frontier at Bir Ansab (Bir Unsab).

(*c*) The area delimited by the points enumerated above which includes all these points will remain neutral and common to the two Governments of 'Iraq and Najd who will enjoy equal rights in it for all purposes.

(*d*) From Bir Ansab (Bir Unsab) the boundary between the two states proceeds N.W. to Birkat al Jumaimah (Birkat el Djumeima) and from thence northwards to Bir al 'Uqbah (Bir el Akaba) and Qasr 'Uthaimin (Kasr Athmin) from there westwards in a straight line passing through the centre of Jal al Batn (Djal el Batn) to Bir Lifiyah (Bir Lifa) and then to Bir al Mana'iyah (Bir al Maniya) and from there to Jadidat 'Ar'ar (Djadaidat el Arar) from there to Mukur and from Mukur to the Jabal 'Anazan (Anaza) situated in the neighbourhood of the intersection of latitude 32 degrees north with longitude 39 degrees east where the 'Iraq–Najd boundary terminates.

ARTICLE 2.

Whereas many of the wells fall within the 'Iraq boundaries and the Najd side is deprived of them, the 'Iraq Government pledges itself not to interfere with those Najd tribes living in the vicinity of the border should it be necessary for them to resort to the neighbouring 'Iraq wells for water, provided that these wells are nearer to them than those within the Najd boundaries.

ARTICLE 3.

The two Governments mutually agree not to use the watering places and wells situated in the vicinity of the border for any military purpose, such as building forts on them, and not to concentrate troops in their vicinity.

ARTICLE 4.

The delegates of the two Governments have agreed to the above terms of this Protocol and have affixed thereto their signatures in 'Uqair on the 12th day of Rabi' II, 1341, corresponding to 2nd December, 1922.

Representative of His Majesty the King of 'Iraq.
(*Signed*) SABIH.

Representative of His Highness the Sultan of Najd.
(*Signed*) 'ABDULLAH SA'ID DAMBUJI.

IN THE NAME OF GOD THE MERCIFUL THE COMPASSIONATE.

PROTOCOL NUMBER TWO.

ARTICLE 1.

Whereas the two Governments of 'Iraq and Najd have mutually agreed upon the definition of their respective boundaries they further agree that should any tribe or section of a tribe which is outside the boundaries of and not subject to either Government desire to offer its allegiance to one of them they will not prevent it from doing so.

Translator's Note.—The references are to Map Asia 1,000,000 Geographical Section, General Staff, War Office, 1917–18. The spelling of the place names in brackets is that given in the above Map.

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ARTICLE 2.

Whereas the Customs duties in both countries are mutually known, all merchandise exported from, imported into, or passing through the territory of either country, shall be subject to these recognized duties and Customs regulations. Both Governments further agree mutually by all means in their power to put an end to the practice prevailing among the tribes of taking Khawah.

ARTICLE 3.

The duly appointed delegates of both Governments have agreed to the foregoing clauses of this Protocol, and have set to it their signatures in 'Uqair on the 12th day of Rabi' II, 1341, corresponding to the 2nd December, 1922.

Representative of His Majesty the King of 'Iraq.
(*Signed*) SABIH.

Representative of His Highness the Sultan of Najd.
(*Signed*) 'ABDULLAH SA'ID DAMBUJI.

KING OF 'IRAQ.
(Seal.) Faisal ibn al Husain.

THE SULTAN OF NAJD AND ITS DEPENDENCIES.
ABDUL 'AZIZ IBN 'ABDUL RAHMAN AL SA'UD HAS AGREED TO THE ARTICLES OF THIS PROTOCOL.
(Seal.)

APPENDIX III.

TREATY BETWEEN HIS BRITANNIC MAJESTY AND HIS MAJESTY THE KING OF 'IRAQ.

(*Note.*—For the text of this Treaty see Cmd. 1757, dated October, 1922.)

APPENDIX IV

ANGLO-'IRAQ TREATY.

ANNOUNCEMENT BY THE SECRETARY OF STATE.

Terms of Announcement made by the Secretary of State on 12th October in connection with the publication of the Treaty.

"I have been authorised by His Britannic Majesty's Government to make the following announcement on the occasion of the signature of the Treaty, of which the text is published to-day :—

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His Britannic Majesty's Government, conscious of the deep obligations into which they entered towards 'Iraq, are convinced that these obligations will be completely fulfilled by means of the Treaty of Alliance which has been signed on behalf of His Britannic Majesty and of His Majesty the King of 'Iraq. They will do everything in their power to speed delimitation of the frontiers of 'Iraq, in order that 'Iraq may be in a position, when Treaty and subsidiary agreements therein provided for have been duly ratified and the Organic Law has been brought into effect, to apply for admission to membership of the League of Nations.

They confidently look forward to this application being made as soon as the frontiers are settled and a stable Government set up in accordance with the Organic Law, when they will use their good offices, provided that effect is being given to the provisions of the Treaty, to secure the admission of 'Iraq to membership of the League, as provided for in Article 6 thereof, which affords, in their opinion, the sole means by which mandatory relation can legally be terminated."

APPENDIX V.

ADMINISTRATIVE INSPECTORATE REGULATIONS.

WE, THE KING OF 'IRAQ,

Pursuant to the decision of the Council of Ministers decree as follows:

SECTION 1. The appointments of Divisional Adviser and Assistant Divisional Adviser are hereby abolished.

SECTION 2. A general Administrative Inspectorate, consisting of a Chief Inspector and of as many Administrative Inspectors as may be found necessary, has been formed in the Ministry of the Interior. The Adviser to the Ministry of the Interior will carry out the duties of Chief Inspector in addition to his other duties.

SECTION 3. Appointments and promotions of Administrative Inspectors will be made by Royal Irada on the proposal of the Ministry of the Interior and the resolution of the Council of State.

SECTION 4. Headquarters of Administrative Inspectors will be Baghdad. They will be detailed for inspection as circumstances demand and as the Ministry of Interior may deem fit.

Their number, grades, pay and allowances will be set forth in special regulations.

SECTION 5. The duties of Administrative Inspectors are, subject to section 7 of this law, to inspect and report on :—

(*a*) All matters relating to public security and the maintenance of law and order; the cause of any increase in crime, with their suggestions for its suppression; the distribution of police, the state of their discipline, any abnormal employment of them and the manner in which they perform their duties.

(*b*) All matters relating to tribes; their settlement: the disposal of disputes in accordance with the Tribal, Criminal and Civil Disputes Regulations; their customs and the conduct of their shaikhs.

(*c*) All prisons and district lock-ups and their administration.

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(*d*) The manner in which elections are held for all Representative Assemblies and Administrative and Municipal Councils.

(*e*) The administration of Municipalities including their budgets and accounts.

(*f*) The work of Administrative Councils and their resolutions.

(*g*) Health, sanitation, agricultural and veterinary matters.

(*h*) Census registers.

(*i*) All transactions relating to land acquisition.

(*j*) All Government buildings.

(*k*) The irrigation needs of the areas in which they are inspecting and to study improvement schemes in consultation with the administrative official and the Irrigation Officer.

(*l*) All bunds for flood protection, where such inspection has not already been carried out by Irrigation Officers. In the latter case they will report the progress of the work considered necessary by the Irrigation Department.

(*m*) In general, all administrative matters entrusted to administrative officials by the laws, regulations and orders issued by the respective Ministries and to tender their opinion on matters concerning the improvement of the administration, the maintenance of law and order, the increase of public contentment, and the development of the country.

SECTION 6. Administrative Inspectors have the right to inspect all revenue offices, civil treasuries and safes containing public funds. They will examine all methods of assessing land revenue and of collecting Government demands which are due in the areas which they are inspecting. They will inspect the work of all revenue collecting officials in liwas and report on them to the Ministry of Finance. They will suggest, in special reports to the Ministry of Finance, any improvements they consider necessary and practicable in revenue assessment and collection and in the development of State Domains. In connection with any revenue matters in the areas inspected by them, they will obey all instructions of the Ministry of Finance subject to section 8 of this Law.

SECTION 7. Administrative Inspectors have the right to inspect all Government Departments and Municipalities, with the exception of Criminal, Civil and Ecclesiastical and Religious Courts, and those Departments which have their own Inspectorate Staff. As regards the latter, they will only make inspections at the request of the Ministry concerned, to whom they will report direct with copy to the Ministry of the Interior if the report is of more than departmental interest.

SECTION 8. All Ministries have the right to correspond directly with Administrative Inspectors on all subjects concerning their Ministries. In the event of any Ministry requiring an Inspector to be detailed for special duty, the request must be preferred through the Ministry of the Interior.

SECTION 9. Administrative Inspectors, if present in their areas, must be consulted by Mutasarrifs on the following matters before representations are made to the Ministry of the Interior :—

(1) Questions affecting public security and the tranquillity of their areas which are likely to lead to the use of armed force in an abnormal manner ;

(2) All matters relating to foreign affairs.

SECTION 10. Administrative Inspectors have the right to question officials regarding any action they have taken or contemplate taking in any matter, and if they consider such action prejudicial to the interests

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of Government or the public they should report the matter to the immediate superior of the official concerned, *i.e.*, to the Qaimmaqam regarding the actions of the Mudir, to the Mutasarrif regarding the actions of the Qaimmaqam and to the Ministry of the Interior regarding the actions of the Mutasarrif.

SECTION 11. If it shall appear to an Administrative Inspector that circumstances require the immediate suspension of an official, he shall so inform the Mutasarrif and request him to effect the suspension, giving his reasons in writing for the request. If the Mutasarrif does not agree to the suspension, the matter shall forthwith be referred to the Ministry of the Interior.

SECTION 12. Administrative Inspectors must, if so requested by administrative officials, give them their advice, but the responsibility for executive action rests upon the administrative official.

SECTION 13. Administrative Inspectors have the right of access to all letters, correspondence and archives without exception pertaining to the Administration within the areas which they are inspecting. If the official concerned fails to produce to the Administrative Inspector any document when called upon to do so, he must state his reasons in writing.

SECTION 14. Administrative Inspectors will submit general reports as instructed by the Ministry of the Interior.

They will also keep diaries in which all their movements and inspections are recorded. A copy must be sent to the Ministry of the Interior at the end of each month.

SECTION 15. Administrative Inspectors who contravene any of these instructions, or any laws or regulations of the 'Iraq Government, will be subject to disciplinary regulations to be devised hereafter.

SECTION 16. Administrative Inspectors must be familiar with all current laws, regulations and instructions of the 'Iraq Government and its Ministries.

SECTION 17. Administrative Inspectors, if so directed by the Ministry of Interior, may hold enquiries into charges made against Government officials and in doing so will adhere to the special laws and regulations governing such cases.

SECTION 18. Administrative Inspectors have the right to summon, in order to make a deposition at any enquiry held by them, any person, with the exception of Mutasarrifs and Judges, who will be requested to make their statements in writing. Mutasarrifs will be bound to answer in full any question put to them, and Judges must supply such information as, in their opinion, is not prejudicial to the interests of justice.

SECTION 19. Administrative Inspectors will make their reports and recommendations, especially when they affect officials and their work, with a due sense of responsibility and with the knowledge that they will be expected to adduce reasonable grounds for any charges that they may make.

They will use their utmost endeavours to maintain cordial relations with the administrative officials. They must support their dignity and authority and offer them every assistance when called upon to do so.

SECTION 20. These regulations will be in force with effect from the date of their publication in the *Government Gazette*.

SECTION 21. All Ministers are responsible for the execution of these Regulations.

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APPENDIX VI.

STATISTICS OF THE WORK OF THE COURTS OF 'IRAQ FOR THE YEAR 1922.

Court.	*Cases Pending from 1921.*	*Cases Instituted during 1922.*	*Total.*	*Judgment Reversed.*	*Judgment Confirmed.*	*Judgment Varied.*	*Dismissed for want of Prosecution.*	*Petitions Rejected.*	*Cases Pending in 1923.*	*Total.*
Court of Appeal ...	92	307	299	91	141	10	43	28	86	399
					Judgment Given.		*Withdrawn or Dismissed.*			
Courts of First Instance	880	2,484	3,364	—	1,746	—	732	—	886	3,364
Court of Appeal (Revision of Peace Courts and Personal Status Cases).	45	875	920	*Quashed.* 287	*Confirmed.* 545	26	—	—	62	920
						Disposed of.				
Peace Courts	2,192	18,623	20,815	—	—	19,190	—	—	1,625	20,825

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				Number of Persons			Proceedings in Court of Cassation.*			
				Tried.	Convicted.		Confirmed.	Confirmed Sentence Reduced.	Acquitted.	
Courts of Sessions ...	—	—	515	795	623	—	709	54	32	—
					Judgment Given.	Committed for Trial.			Pending.	
Non-Summary Trials ...	215	2,810	3,025	—	2,502	376	—	—	147	—
			Disposed of.	Number of Persons						
				Tried.	Convicted.					
Summary Trials ...	—	—	9,621	13,456	8,589	—	—	—	—	—
			Applications.	Quashed.	Confirmed.					
Shar 'ah Court of Revision	—	—	222	85	137	—	—	—	—	—
						'Ilams issued.	Huqqahs issued.	Kassams issued.	Marriage Permits.	
Shar 'ah Courts ...	—	—	2,398	—	—	2,398	2,401	1,973	3,492	

* The Statistics of proceedings in the Court of Cassation refer to the number of persons tried and not to the number of separate trials. No distinction is made between results obtained on first hearing in Cassation and the results after reference back to the Court, no accurate figures being available.

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CRIMINAL COURT OF CASSATIONS, 1922.

Court of Sessions Cases.

Classification of Serious Offences.

Offence.	*Number of Cases.*	*Number of Persons*	
		Tried.	*Convicted*
Corruption	24	22	15
Perjury and false evidence	21	33	21
Homicide	65	99	82
Homicide with premeditation	41	71	39
Aggravated homicide	19	35	23
Accidental homicide, intending only hurt ...	14	15	12
Unintentionally causing death when in act of committing offence.	52	5	5
Negligent homicide	5	5	4
Wounding and bodily injury	26	39	24
Rape and Sodomy	9	12	12
Indecent acts	26	30	23
Theft by armed person in open country or road.	37	71	56
Burglary and robbery	6	13	10
Theft (15 years)	14	33	23
Theft (10 years)	44	79	59
Theft (5 years)	60	90	43
Simple theft	7	7	4
Receiving stolen property	18	28	21
Arms Regulations	34	41	31
Total	522	728	507

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APPENDIX VII.

STATISTICS OF THE 'IRAQ GOVERNMENT SCHOOLS.

	Government Secondary Schools.		*Training College for Men Teachers, Baghdad.*		*Training Classes for Women Teachers.*		*Government Technical School.*		*Government Primary and Elementary Schools (Boys and Girls).*		*Government Aided Schools‖ (Boys and Girls).*	
	1921–22	1922–23	1921–22	1922–23	1921–22	1922–23	1921–22	1922–23	1921–22	1922–23	1922	1923
Schools ...	—	—	1	1	—	—	1	1	150	171	33	49
Classes ...	17	16	6	4	Nil.	2	10	11	567	655	232	29
Staffs ...	27†	25‡	10*	10§	Nil.	2	17	16	663	680	293	360
Pupils ...	236	252	*Students.* 94	*Students.* 123	Nil.	26	189	176	14,979	16,598	9,375	9,843

* 4 part-time only. § 4 part-time only (one hostel superintendent included). † 7 part-time only. ‡ 9 part-time only.
‖ Grants-in-Aid :—1922, Rs.58500 ; 1923, Rs.57900.

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Issued by the Colonial Office.

PALESTINE

REPORT ON PALESTINE ADMINISTRATION, 1923.

(For the previous report *see* Stationery Office Publication—July, 1923.)

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PALESTINE.

REPORT ON PALESTINE ADMINISTRATION, 1923.

I. INTRODUCTORY.

The Mandate for Palestine, accepted by Great Britain, and approved by the Council of the League of Nations in July, 1922, was brought into operation by resolution of the Council on 29th September, 1923.

The Advisory Council for Palestine, consisting of ten official and ten non-official members, which had sat from October, 1920, and had accomplished much useful legislative work, held its final session in February. Under the provisions of the Palestine Order in Council, a Legislative Council was to be established, consisting of the High Commissioner, ten official and twelve elected members. The elected members were to be eight Moslems, two Jews, and two Christians, chosen by secondary electors, who were themselves to be elected by the primary electors, as under the Turkish system. The primary elections were held in February and March; but owing partly to a movement of non-co-operation promoted by Arab political leaders, and partly to the indifference of the electorate, an insufficient number of secondary electors, except among the Jews, was nominated. Consequently, the Palestine (Amendment) Order in Council, enacted on 4th May, declared the elections null and void. Two further opportunities were given to representative Arab leaders to co-operate with the Administration in the government of the country, first by the re-constitution of a nominated Advisory Council, but with a membership conforming to that which had been proposed for the Legislative Council; and secondly, by the formation of an Arab Agency, to be equivalent to the Jewish Agency established under the provisions of the Mandate. Neither opportunity was accepted, and an Advisory Council consisting only of official members was constituted in December.

Political controversies have been conducted by constitutional methods. There has been no serious disturbance of the public peace during the year. The raids from Trans-Jordan also, which used to be not infrequent, have ceased. Acts of brigandage occasionally occur, but almost all the organized gangs of robbers have been effectively suppressed by the police and gendarmerie.

Reductions have continued in the garrison. The cost to the British Exchequer was, in round figures, £4,000,000 in 1921–22, and £2,000,000 in 1922–23. It is estimated at £1,500,000 in 1923–24, and the proposals for the following financial year provide for a further large reduction. From the beginning there has been no subvention from His Majesty's Government towards the expenditure of the Civil Administration in Palestine.

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The economic depression, which has been world-wide, affected Palestine to a greater degree in 1923 than in the previous year. Yet some development has taken place. The construction of new buildings in the towns has continued, though with less activity. A large new flour-mill at Haifa has been completed and has commenced operations. The production of salt, by evaporation of sea-water, has been begun on a considerable scale at Athlit, south of Haifa. An electric power-plant has been constructed by Mr. Rutenberg's company at Tel-Aviv, a suburb of Jaffa, and supplies both those places with lighting and power. Several Jewish agricultural settlements have been founded or extended.

The year has seen a noteworthy growth in the cultivation of tobacco. Seventeen establishments for tobacco manufacture have sprung up in various parts of the country, and the agriculturists, both Arab and Jewish, have found that the cultivation of tobacco (which was totally prohibited in Palestine by the Turks except in very few villages) promises to afford a successful and profitable industry. Palestine has been proved to be capable of producing an excellent quality of so-called Turkish varieties. No less than 94 metric tons of these were grown in 1923, and 551 tons of the local varieties. The preparations for the season of 1924 are on a still larger scale.

Provided that methods of cultivation, curing and storage ensure an output of high grade tobacco, this industry should become a source of considerable profit to this country.

On the other hand, the growth in the local cultivation of tobacco has produced a serious decrease in the Customs revenue owing to the reduced importation of tobacco.

The harvest in general was fair, but prices for cereals were hardly remunerative. The orange and melon crops were good and profitable.

On the economic side, the year has been one of preparation even more than of achievement. Both the State and private enterprise have been engaged in the maturing of plans, for future realization. The project of a harbour at Haifa is now under examination, Mr. Frederick Palmer, a consulting engineer nominated by the Colonial Office, having visited the country and presented a valuable report. An expert Committee, meeting in London, has been examining questions relating to the utilization of the vast supplies of potash that exist in the Dead Sea. The Rutenberg project for the production of electric energy from the waters of the Jordan and the Yarmuk has advanced a further stage towards realization, and the principal power-station will shortly be begun. A concession granted by the Turkish Government to certain residents of Syria, for the development on modern lines of the ancient medicinal baths at Tiberias, has been

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recognized as valid, and steps have been taken to bring it into operation. Two large new factories are under construction at Haifa, one for the production of vegetable oils and soap, the other for the manufacture of cement.

The economic depression and the fall in prices caused a drop in the revenue for the year 1922–23. To meet it expenditure was curtailed in several directions; but the year ended with a deficit of £E.73,000, which was covered from previous surpluses. The figures were: Revenue, £E.1,764,000; Expenditure, £E.1,837,000. It is anticipated that the present financial year will not show an unfavourable balance. It must, however, be remembered that Palestine has not yet commenced to pay any interest upon the share of the Ottoman Public Debt, which is allotted to it under the Treaty of Lausanne, and that with the flotation of the forthcoming Palestine Loan there will be an increase in its other Debt Charges. Further substantial reductions in other expenditure will, therefore, be necessary in order to maintain financial equilibrium.

The passenger fares and freights on the railways, which are all controlled by the State, were substantially reduced in the month of April. There has followed an increase of over 50 per cent. in the number of passengers. Owing to this, and to large economies in expenditure, the railway system, which showed a loss on the working of the previous year, yielded a margin of revenue over working expenses in 1923.

Motor mail and passenger connections have been established by private enterprise to link the port of Haifa with Syria and thence with 'Iraq. Regular services are running between Haifa and Beirut, and between 'Iraq and Damascus, whence there is a train connection with Haifa.

The cost of living continued to show a decline. The index numbers of the prices of 25 essential articles of foodstuffs and fuel were as follows: taking December, 1920, as 100; December, 1921, 61; December, 1922, 50; December, 1923, 45. The cost of living is still higher, however, than in the neighbouring countries of Egypt and Syria.

The number of immigrants was 7,991, compared with 8,128 in 1922. Among these there were in 1923, 7,421 Jews, and in 1922, 7,844. Emigrants number 4,937, as against 2,939 in 1922; in 1923 Jewish emigrants numbered 3,466 and in 1922 their number was 1,503.

Satisfactory progress has been made in the campaign against malaria. Two American units, the Malaria Survey Unit, and the Malaria Research Unit, provided at their own charges by the International Board of Health of the Rockefeller Foundation and by the Joint Distribution Committee for the Relief of Jewish War Sufferers, are taking part in this campaign, as integral parts of the Public Health Department. Many towns

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and villages have now been almost entirely freed from this disease, through systematic elimination of the breeding-places of mosquitoes. Taking into account the limited funds that are available, the progress that has been effected, in a matter which is of vital importance to the development of Palestine, is noteworthy.

Preparations have been made for the participation of Palestine in the British Empire Exhibition; a pavilion is being erected to be shared with the Island of Cyprus.

The importance of maintaining the amenities of Palestine is fully realized. It is one of the few countries in the world in which neither the towns nor the countryside are disfigured by advertisements; a stringent Ordinance, enacted in 1920, before any vested interests had arisen, gives efficient protection. A Central Town Planning Commission, and local Commissions in the principal places, tend to prevent the construction of new suburbs on wrong lines, and are able to give some security against the erection of unsightly buildings.

Explorations have been carried out by several archæological bodies at the northern and southern ends of Mount Ophel, the site of David's city of Jerusalem, at Beisan, the ancient Beth-Shean, and elsewhere, with results of much interest to research.

The Supreme Moslem Council is engaged upon the preservation and restoration of the Haram esh Sherif at Jerusalem, which includes the Dome of the Rock (Mosque of Omar), one of the most beautiful buildings in the East, and the Mosque of El Aqsa, the third most sacred of the Holy Places of Islam. A large sum is needed for these purposes, which are of urgent necessity; the dome of the Mosque of El Aqsa, in particular, is in a dangerous state. An effort is being made to collect the funds that are needed from the whole of the Moslem world, and delegations have been sent by the Council with that object, in the first place to the Hejaz and to India.

The Supreme Moslem Council has also established a College at Jerusalem for the advancement of Islamic learning.

Further economies have been effected in the administrative system: the number of Districts, under separate District Governors, was reduced in 1922 from seven to four, and it is intended to reduce it in the near future to three.

Sir Wyndham Deedes, C.M.G., D.S.O., retired from the office of Chief Secretary, and was succeeded by Sir Gilbert Clayton, K.B.E., C.M.G. Mr. P. B. Bramley, O.B.E., retired from the post of Deputy Inspector-General of Police and Prisons, and was succeeded by Mr. A. S. Mavrogordato. Major-General P. G. Grant, C.B., C.M.G., retired from the post of Director of the Public Works Department and was succeeded by Mr. H. B. Lees, M.C.

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II. FINANCE.

The following is a summary of the annual revenue and expenditure from the 1st July, 1920 (the date of the formation of the Civil Government) to the 31st March, 1923 :—

	£E.	£E.
Revenue to 31st March, 1921	1,108,528	
,, ,, ,, 1922	2,312,243	
,, ,, ,, 1923	1,764,585	
		5,185,356
Expenditure to 31st March, 1921 ...	1,228,097	
,, ,, ,, 1922 ...	1,881,108	
,, ,, ,, 1923 ...	1,837,173	
		4,946,378
Actual Surplus at 31st March, 1923		£E.238,978

Revenue.—Comparative Statement of Revenue for the years 1921-22 and 1922-23 :—

Heads of Revenue	1921–22. £E.	1922–23. £E.
I. Customs	623,273	594,382
II. Port Dues	10,705	4,857
III. Licences, Taxes, etc.	758,144	492,618
IV. Fees of Court and Office Receipts for Reimbursements, etc ...	150,496	151,420
V. Post, Telegraphs and Telephones	121,222	106,262
VI. Railways...	557,334	381,700
VII. Agricultural Department ...	2,637	—
VIII. Revenue from Government Property	32,289	21,585
IX. Interest	20,428	816
X. Miscellaneous	34,562	6,479
XI. Land Sales	1,153	4,466
Total	£E.2,312,243	1,764,585

The revenue for the year 1921-22 includes the sum of £E.314,721 in respect of taxes collected locally by the Ottoman Public Debt Administration prior to the 1st April, 1921, under the following heads :—

	£E.
Customs...	71,301
Licences, Excise and Internal Revenue ...	223,128
Fees of Court, etc.	578
Interest	19,714
	£E.314,721

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The revenue from Customs in 1922-23 includes receipts from Foreign Additional Import Duty which, as in the preceding year, were paid over as a grant-in-aid to Municipal Revenues. Receipts from this source were in the preceding year treated as a suspense transaction and did not appear as part of the Customs Head of Revenue. Increased duties were imposed on spirits, sugar, petrol, etc., as from the 15th February, 1923. (*See* Customs Section.)

The decrease under Port Dues is due to fewer ships entering Palestine ports, and to the inclusion of quarantine fees under Head IV.

The decrease in revenue from Licences, Excise and Internal Revenue is due to the failure of tithes revenue and to decreased receipts from wine and spirit duty and salt tax. The fall in tithes is due to a shortage in the barley harvest and to decreased redemption prices generally. The decrease in receipts from wine and spirit duty is due to lower prices; and reduced exports of salt to Syria—as well as contraband traffic in salt—account for the falling-off of the salt tax.

In 1921-22 receipts from Posts and Telegraphs included charges for departmental services, and there has been a decline in the revenue under this head.

The decrease in Railway revenue is accounted for by a considerable falling-off in railway traffic; and railway receipts in 1921-22 included interdepartmental charges which have since been discontinued.

The fall in revenue from Government property is due to the decline in revenue from the rent of State Domains owing to the fall in redemption price of rental tithes on which rents are based.

The receipts under the head Agricultural Department were credited in 1922-23 to appropriate sub-heads under Heads III and IV.

The Miscellaneous revenue for the year 1921-22 includes items of non-recurrent revenue.

Expenditure.—Comparative Statement of Expenditure for the year 1921-22 and 1922-23:—

Heads of Expenditure	1921-22. £E.	1922-23. £E.
I. Pensions	17,145	21,408
II. Public Debt and Loan Charges	6,516	41,127
III. H.E. the High Commissioner ...	12,809	7,104
IV. Secretariat	32,358	18,197
V. District Administration	78,608	61,861
VI. Legal Department	75,542	71,336
VII. Land Department and Land Registry...	19,408	16,096
VIII. Survey Department	1,834	1,697
IX. Financial Secretary	4,869	312

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Expenditure—cont.	1921–22 £E.	1922–23 £E.
X. Treasury	29,322	22,136
XI. Audit	—	2,765
XII. Department of Customs, Revenue and Ports	103,987	93,649
XIII. Department of Commerce and Industry...	15,409	13,791
XIV. Department of Health	142,931	114,147
XV. Education Department	88,158	89,232
XVI. Department of Agriculture and Fisheries...	45,179	37,645
XVII. Public Security and Prisons ...	320,806	307,848
XVIII. Defence	7,995	—
XIX. Department of Immigration and Travel	13,304	10,014
XX. Department of Antiquities ...	6,649	4,873
XXI. Posts, Telegraphs and Telephones	87,626	100,403
XXII. Railways	527,657	411,196
XXIII. Public Works Department ...	38,200	113,900
XXIV. Public Works Recurrent	63,585	100,001
XXV. Public Works Extraordinary ...	—	—
XXVI. Miscellaneous	141,211	176,435
Total	£E.1,881,108	1,837,173

The increase under Public Debt and Loan Charges is due to increased advances at " bank rate varying " obtained through the Crown Agents. At the 31st March, 1922, these advances amounted to £E.794,625, and at the 31st March, 1923, the advances reached £E.1,349,400. These advances have been obtained mainly to meet loan expenditure, and include approximately £E.200,000 in respect of the acquisition of the Jaffa-Jerusalem Railway.

The audit of the accounts of the Palestine Government was undertaken during 1922–23 by a newly-established Department under the direction of the Director of Colonial Audit. Audit was previously exercised by the Treasury.

The cost of motor transport services, hitherto included under departmental heads, was included in 1922–23 under Head XXIII —Public Works Department.

The increase under " Miscellaneous " is accounted for by grants to Municipalities, which, in the preceding year, were treated as refunds of customs revenue.

Taxation.—The revenue is derived principally from customs dues, tithes, and house and land tax.

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The customs tariff imposes an *ad valorem* duty of 12 per cent. generally on imported goods, with the exception of spirits, petroleum, confectionery and perfumery, on which the duty ranges from 12 to 50 per cent., and tobacco, sugar, tea and motor spirit on which specific duties are levied.

Tithes are assessed at the rate of 12½ per cent. of the value of crops, with the exception of produce from Wakf lands, on which 12 per cent. is charged.

A tax of £E.4 per donum on land sown with Turkish and £E.2 per donum on land sown with baladi (local) tobacco was imposed by the Tobacco Tax Ordinance of 1921. The former rate was reduced to £E.2 in 1922 in response to the representations of growers, and in order to encourage the cultivation of tobacco, which promises to develop into a profitable industry.

Land and buildings are subject to Immovable Property Tax, varying according to the nature of the property, from 4 per mille. to 15·6 per mille. of the capital value, with the exception of the townships of Haifa, Acre and Shefr Amr, in which the tax on buildings is 12½ per cent. of the rental value.

Currency and Banking.—It was declared by Public Notice that as from 22nd January, 1921, the following coins only shall be legal tender in Palestine :—

Egyptian gold, notes, silver and nickel coins, the British gold sovereign at the rate of 97·50 piastres Egyptian.

No restriction, however, is placed on the circulation in the ordinary course of trade of coins of any other currency at their current market rates.

III. CUSTOMS, SHIPPING AND TRADE.

Customs.

The value of the imports was £E.4,935,265 as compared with £E.5,581,132 in 1922, a decrease of 11·6 per cent., which may be ascribed to the continued fall in values. The Trans-Jordan and Hauran hinterlands, formerly lucrative markets for the sale of foreign goods introduced by Palestinian importers, have been influenced by the prevailing depression and by a movement of trade towards Syria. A small increase of exports was visible in spite of the poor cereal crop in Palestine and Trans-Jordan, and this is accounted for by the large consignments of gold and silver specie sent abroad in exchange for imported goods. The prices of local products, however, are still high in comparison with world prices, a factor that must delay any marked and permanent improvement in the export trade.

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	1921.	1922.	1923.
	£E.	£E.	£E.
Imports	5,871,878	5,581,132	4,935,265
Imports in transit to Syria	141,689	347,699	189,680
Total	6,013,567	5,928,831	5,124,945
Exports	1,416,368	1,353,368	1,554,730
Exports in transit from Syria	3,736	48,015	45,607
Total	1,420,104	1,401,383	1,600,337
Re-exports	82,868	188,840	233,973

The balance of trade is not, however, as unfavourable to Palestine as at first sight appears; there are the invisible exports of capital spent upon public works and buildings, the expenditure of institutions drawing their funds from abroad, the expenditure of the military forces, money spent by tourists, and an increasing, but largely unrecorded, traffic in local products across the frontiers between Syria, Trans-Jordan and Palestine.

A serious decrease is to be noted in the transit trade to Damascus through the port of Haifa. Fluctuations in Syrian currency, high transport charges and the withdrawal of bank credits in Syria and elsewhere produced a decline of 5 per cent. in the value of outward and 45 per cent. in the value of inward transit traffic, compared with 1922. Re-exports rose to £E.233,973 (£E.188,840 in 1922), an increase due to the sale and export of military stores and old iron.

The principal imports from Great Britain were cotton goods valued at £E.300,217; clothing, £E.71,790; tobacco products, 36 tons, £E.44,011; woollen goods, £E.41,500; provisions, £E.40,000; coal, 7,671 tons, £E.27,006; Government and military stores, £E.384,403.

Egypt and the Sudan imported into Palestine 3,218 tons of sugar, in value £E.98,535; 3,183 tons of rice, £E.68,208; and 42 tons of tobacco products, £E.48,773; such general decrease in the Egyptian trade as is manifested reflects reduced importation of the last-named commodities, a consequence of increased local cultivation.

The percentage of German goods imported is still high; German exporters pursue a vigorous trading policy, favoured by generous credits.

The chief Syrian imports from Palestine were: 17,742 camels, valued at £E.160,664; 9,720 tons of barley, £E.71,039; and £E.97,709 in specie.

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Principal Countries from which Imports reach Palestine.

	1921.		1922.		1923.	
	£E.	%	£E.	%	£E.	%
Great Britain ...	1,885,406	32	1,550,502	28	1,123,541	23
Australia ...	64,433	1	124,977	2	116,921	2
Austria	81,715	1	104,626	2	167,272	3
Belgium	73,701	1	117,109	2	108,443	2
British India and Burmah ...	297,226	5	153,177	3	129,448	3
Egypt and Sudan	731,879	13	564,247	11	362,048	7
France	209,684	4	275,424	5	269,725	6
Germany ...	264,889	5	661,616	12	471,432	10
Holland	243,763	4	68,030	1	140,953	3
Italy	211,826	4	248,168	4	213,841	4
Syria	250,074	4	362,073	6	814,723	17
Turkey	—*		164,775	3	100,593	2
United States of America ...	431,879	7	507,451	9	463,207	9
Other Countries...	1,125,403	19	679,057	12	453,118	9
Total ...	5,871,878	100	5,581,232	100	4,935,265	100

* Included under "Other Countries."

The direction of the export trade did not change.

Great Britain imported from Palestine 941,596 cases of oranges, £E.256,698; 215,549 kilograms of wine, £E.7,509; and 6,942 kilograms of thyme essence, £E.3,471.

The exports to Egypt and the Sudan consist chiefly of oranges, 630,075 cases, £E.162,466; 4,198 tons of soap, £E.187,534; and £E.82,405 worth of water melons. The Syrian trade has steadily declined, having formed 35 per cent. of the whole in 1920; water melons, soap and wines are the principal items. The decline may be explained by the greater use made of road in preference to railway transport. The exportation of local produce and manufactured articles between the two territories is free, and no account is possible of the trade by camel caravan along the numerous tracks of the eastern and northern frontiers.

Of the exports to the United States of America specie to the value of £E.328,978 formed the greatest part.

Principal Countries of Destination for Palestinian Exports.

	1921.		1922.		1923.	
	£E.	%	£E.	%	£E.	%
Great Britain ...	123,775	9	234,509	18	291,706	19
Egypt and Sudan	556,850	39	472,425	34	575,932	37
France	21,687	2	40,418	3	39,966	2
Syria	612,456	43	300,384	23	178,452	12
United States of America ...	10,334	1	223,609	16	340,600	22
Other Countries...	91,266	6	82,023	6	128,074	8
Total ...	1,416,368	100	1,353,368	100	1,554,730	100

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Tariff Changes.—The following table shows increases, introduced at the beginning of the year, in the customs tariff on certain articles formerly dutiable at 12 per cent. *ad valorem*, and their relative influence on imports :—

Article	Rate of Duty	Imports, 1922	Imports, 1923	Per cent of increase or of decrease of imports
Tea ...	PT.3 per kilo	70,109	76,450	+ 9
Sugar ...	PT.1 per kilo	8,230,823	6,292,057	−23·6
Petrol, Benzine, etc....	PT.4 per gallon	536,052	845,988	+57·8
Spirits and Liquors ...	50% *ad valorem*	32,821	21,388	−34·8
Wines ...	20% *ad valorem*	4,679	4,571	− 2·3
Beer ...	20% *ad valorem*	67,889	47,738	−29·7
Perfumery ..	25% *ad valorem*	19,176	14,263	−25·6
Sweets and Confectionery	20% *ad valorem*	41,624	26,300	−36·8

The agreement of 1890 between the Ottoman and Egyptian Governments, whereby imports from Egypt into Ottoman territories were dutiable at 8 per cent. *ad valorem* only, has ceased to operate as between Egypt and Palestine.

Principal Imports by Quantities.

Articles		1922		1923	
		Palestine	Transit Inwards to Syria	Palestine	Transit Inwards to Syria
Cotton Goods ...	Metres	10,903,680	948,918	12,535,697	137,568
Paraffin Oil ...	Tins	837,799	220,638	899,940	130,464
Animals ...	No.	46,071	—	107,480	22
Cement	Tons	31,876	—	29,362	—
Barley	Tons	—	—	10,050	—
Flour	Tons	8,883	26	9,977	5
Rice	Tons	8,029	408	7,738	309
Potatoes ...	Tons	3,888	30	3,517	—
Olive Oil, unrefined ...	Tons	1,263	—	1,617	—
Salt	Tons	5,143	—	1,378	—
Coffee	Tons	740	43	743	7
Tobacco... ...	Tons	417	8	231	—
Motor Cars ...	No.	385	—	276	1

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Principal Exports by Quantities.

Articles		1922 Palestine	1922 Transit Outwards from Syria	1923 Palestine	1923 Transit Outwards from Syria
Wine	Kilos	2,704,651	—	1,836,363	—
Oranges ...	Cases	1,238,899	—	1,592,685	—
Water Melons ...	Tons	—	—	29,516	—
Soap	Tons	3,077	—	4,798	—
Wheat	Tons	5,788	—	3,113	—
Lentils	Tons	2,797	1,981	3,101	591
Beans	Tons	3,018	26	2,942	—
Lupins	Tons	—	—	2,076	—
Sesame	Tons	1,476	—	1,169	—
Almonds ...	Tons	640	—	535	—

Comparative statement of customs receipts, including (*a*) the the fixed amount payable to Trans-Jordan, (*b*) transit, storage and other fees :—

	1921. £E.	1922. £E.	1923. £E.
Jaffa	261,326	355,596	314,921
Haifa	222,712	181,333	125,233
Jerusalem	95,674	81,901	66,029
Gaza	9,263	5,963	5,094
Lydda	8,386	5,467	8,990
Tulkarem	9,453	5,603	6,898
Other Stations ...	12,644	10,939	16,756
Total ...	£E.619,458	646,802	543,921

Articles worth £E.100,822 (£E.134,600 in 1922) were exempted from Customs under various Treaty rights and immunities.

Forty-seven seizures of contraband were made, and 9,559 kilograms of tobacco and tombac, valued at £E.2,257, confiscated.

Shipping.

	Steamers. Entered.	Steamers. Cleared.	Sailing Vessels. Entered.	Sailing Vessels. Cleared.
Number ...	594	584	1,822	1,880
Tonnage ...	1,213,247	1,189,333	30,128	30,671

32·05 per cent. of the steam tonnage entered was British; 27·21 per cent. Italian; 23·21 per cent. French; 5·55 per cent. German; 3·76 per cent. Roumanian; 3·56 per cent. Dutch; and 1·49 per cent. United States.

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Of the sailing tonnage 57·40 per cent. was Syrian; 22·31 per cent. Egyptian; 8·92 per cent. Italian; and 8·61 per cent. Palestinian.

The quantity of sea-borne goods landed and shipped at Jaffa was 133,023 tons, and at Haifa 95,338 tons. The comparative values of rail and sea-borne goods traffic at Jaffa and Haifa are as follows:—

	Imports. £E.	Imports in transit to Syria. £E.	Exports. £E.	Exports in transit from Syria. £E.	Re-exports. £E.
Jaffa—					
By sea ...	2,049,591	453	481,818	26	44,194
By rail ...	213,575	—	231,128	—	5,922
Total ...	2,263,166	453	712,946	26	50,116
Haifa—					
By sea ...	1,164,613	108,679	154,121	8,700	66,745
By rail ...	258,600	80,548	267,732	36,881	65,605
Total ...	1,423,213	189,227	421,853	45,581	132,350

Warehouses have been constructed at both ports by the Levant Bonded Warehouses Company; the charges are moderate, and the improved facilities for the storage of goods in bond have stimulated trade.

Trade.

The trade depression which set in so acutely in 1922 continued in Palestine throughout 1923 with little or no improvement, as elsewhere in the Levant. The same causes operated in varying degrees: a reduced flow of capital, immobilization of capital in buildings and land, high rates of interest and limited credits.

Several small businesses were forced to close down, but they were mostly concerns conducted on unsound financial lines, whose disappearance is no real industrial loss.

On the whole, however, the end of 1923 finds the country economically healthier, and the downward tendency of trade appears to be finally checked.

Palestine has decided to participate in the British Empire Exhibition; 50 per cent. of the expenses are borne by private individuals and bodies. A guarantee fund of £E.2,500 organized by the Palestine Economic Board was over-subscribed. The Palestine Pavilion will contain 3,295 square feet floor space for the exhibition of local products; and the whole area has already been rented.

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It is regrettable that the orange traffic still suffers heavily from disunion among exporters, and thousands of pounds are each year lost by indiscriminate shipments, until a sense of mutual interest effects a tardy co-operation.

Export.	Cases.	Value, F.O.B. £E.
1920-21	830,959	200,475
1921-22	1,234,251	325,373
1922-23	1,365,543	415,403

In the 1922-23 season Great Britain absorbed 64 per cent. of the exports, and Egypt 33 per cent.

The 1923-24 season, notwithstanding a reduction in freight rates to the United Kingdom from 2*s.* 3*d.* to 1*s.* 9*d.* per case, opened badly with initial prices of 8*s.* to 12*s.* per case on the British market. During the last three months of 1923, 319,555 cases, valued at £E.79,918, were exported.

There was no improvement in the wine industry: less wine was produced, and less exported. The trade, depending upon consumption abroad, is directly affected by cheaper French and Italian wines, prohibition in the United States and increased import duties in foreign countries.

Manufacture of liquors (kilograms):

	1920.	1921.	1922.	1923.
Wines—Dry ...	1,745,474	3,379,912	2,537,784	1,887,568
,, Sweet ...	800,287	795,263	254,019	636,776
Arak	28,016	37,914	35,560	45,763
Alcohol	97,567	17,764	5,687	5,150

The failure of the cereal crops, elsewhere recorded, is emphasized by the following figures:—

	1922.		1923	
	Exports. Tons.	Imports. Tons.	Exports. Tons.	Imports. Tons.
Wheat	5,788	90	3,117	4,056
Barley	7,115	120	72	10,050

There was a slight improvement in the export of lentils, of which France and Germany are the principal buyers.

The water melon crop was unusually good, and exports reached a record value of £E.131,000.

The soap industry prospered, exports amounting to 4,736 tons, an increase in value of £E.68,000 and in quantity of 1,659 tons over the previous year; Jaffa and Haifa soaps are becoming more popular, compared with Nablus varieties, by reason of improved methods of production. 1,618 tons of olive oil were imported for soap manufacture, and 904 tons of caustic soda; on these commodities drawback of £E.4,880 was allowed.

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The manufacture of tobacco and cigarettes is also flourishing; in 1922 cigarette and tobacco imports were 416 tons valued at £E.249,000, in 1923, only 231 tons valued at £E.120,000. The areas under cultivation are constantly being enlarged; high-grade Turkish varieties have been propagated, such as Cavalla, Serres and Samsouni. The yield of Turkish tobacco increased by 276 per cent.; that of Baladi, a coarse tobacco smoked by the fellahin, decreased by 18 per cent.

	Area in donums.		Yield in metric tons.	
	Turkish.	Baladi.	Turkish.	Baladi.
1921	18	1761	1	264
1922	363	4469	24	670
1923	1447	3675	94	551

(A donum equals 0·227 of an acre.)

There are 17 establishments for the manufacture of cigarettes and cut tobacco.

The tourist season was fair; the unsettled state of the Near East deterred many prospective visitors, and several cruises were cancelled.

The index figure of retail price movements was 12 per cent. under 1922, as a result of reduced transport charges, keen competition in imported goods and the general economic conditions which forced retailers to sell at much reduced prices or even at a loss, in order to realize their capital. The index number of wholesale prices was 15·7 per cent. under 1922, and 33 per cent. under 1921.

Minerals.—A detailed survey of the Dead Sea potash resources has been made, accompanied by experimental work in small salt pans of the ocean type. In the south, groups holding pre-war concessionary rights have investigated oil prospects.

A preliminary examination was completed of phosphate deposits and bituminous limestone; experiment has shown the possibility of producing quicklime from the fuel content of the latter, and using the residue as a source of fuel.

IV. LAW AND JUSTICE.

Civil Courts.—The absence of a legislative body for ten months of 1923 prevented the enactment of the Ordinances implementing the provisions of the Palestine Order in Council with regard to the judiciary; in consequence no important changes were made in the Courts' organization, and the Magistrates', District, and Land Courts, and the Court of Appeal, continued to exercise their former jurisdiction.

There are 20 Magistrates' Courts, each consisting of a single Magistrate, in Jerusalem (two Courts), Jaffa (two Courts), Haifa (two Courts), Bethlehem, Ramallah, Hebron, Beersheba, Gaza, Majdal, Ramleh, Nablus, Tulkarem, Jenin, Nazareth, Tiberias, Safad and Acre.

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Three Magistrates are Jews, and the proceedings before them between Jewish parties are conducted in Hebrew; the others are Arabs, who hear cases mainly in Arabic.

Magisterial warrants are held by certain administrative officials, British and Palestinian, for use in exceptional circumstances.

District Courts sit regularly at Jerusalem, Jaffa, Nablus and Haifa and, as occasion arises, at other places within their Districts. The staff of each consists of a British President and two Palestinian members: of the Palestinian Judges, five are Moslems and three Jews.

The work of the District Court of Beersheba, constituted of a single British Judge, is performed by the President of the Jerusalem District Court.

For the trial of actions relating to the ownership of land only, there is one Court for Northern Palestine and another for the Districts of Jerusalem and Jaffa, Gaza and Beersheba; in Samaria these actions are heard by the District Court. A Land Court is composed of a British President and a Palestinian member, and an appeal lies in every case to the Court of Appeal.

The Court of Appeal consists of the Chief Justice, a British Judge and four Palestinian members, a Christian, a Jew and two Moslems, and sits in two Chambers of concurrent jurisdiction, one presided over by the Chief Justice and the other by the British Judge.

Municipal Courts exist in Jerusalem, Jaffa and Haifa, exercising jurisdiction in police cases and breaches of various regulations within the municipal area, and constituted by three members out of a panel appointed by the High Commissioner; the members act without salary. The fines imposed by Municipal Courts and those imposed by Magistrates' Courts for similar offences, form part of the revenue of Municipalities.

In Beersheba, certain criminal and civil matters of minor importance are dealt with in accordance with tribal custom by a Court of Sheikhs appointed by the High Commissioner, and receiving each a small fee for attendance.

The Chief Justice sitting alone, or with assessors from the Courts of the Religious Communities concerned, constitutes a Special Tribunal to decide, in any matter of personal status involving persons of more than one religious community, which Religious Court shall have jurisdiction.

Statistics: (*see* tables).

The arrears in the Court of Appeal are still the inheritance of the period when one Chamber only could sit at a time, there being a single British Judge.

Convictions for serious crime, for which a punishment of not less than three years' penal servitude was imposed, increased from 209 in 1922 to 264.

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The amount of land litigation in the Jerusalem and Jaffa Districts is more than one Court is able to cope with; hence the considerable arrears.

Religious Courts.—A Succession Ordinance, regulating the jurisdiction and the law of succession for non-Moslems, marked a notable advance in the settlement of the jurisdiction of the Religious Courts.

The Palestine Order in Council, 1922, transferred jurisdiction in matters of succession of non-Moslems to the Religious Tribunals of the non-Moslem Communities where all parties consent, and to the Civil Courts in other cases; the Communities concerned are the Orthodox and Latin, Gregorian and Armenian Catholic, Greek Catholic (Melkite) and Jewish.

The substantive law to be applied by the Civil Courts in administering a Palestinian's estate is the Law of Succession to Miri land (State land held on perpetual lease), promulgated a few years before the British Occupation, and embodying a modern and equitable system of distribution, by which men and women are treated alike. It was already applied to succession to Miri land for all persons, and is now extended to intestate succession to Mulk land (immovable property held in complete ownership) and movable property.

The Tribunals of the Religious Communities apply their special law to the succession to movable property and Mulk land; the Civil Courts apply the relevant national law to the succession to the movable property of a foreigner. The Succession Ordinance cancels the rule of the Ottoman Law that a foreign subject may not succeed to an Ottoman, nor a non-Moslem to a Moslem; this repeal is retrospective, to a limited extent, to the succession of persons deceased since the beginning of 1919.

Jurisdiction over Foreigners.—The entry into force of the Mandate (29th September, 1923) has not affected the jurisdiction of the Courts which, since the Occupation, have in fact tried cases concerning foreigners (other than American citizens) in anticipatory compliance with the prescription of the Order in Council as to specially composed Benches in such cases. On the other hand, the United States Government has not yet surrendered its capitulatory privileges.

By an amendment of the Order in Council, a foreigner on trial by the District Court for a criminal offence, may now claim that the Court shall either consist of a single British Judge or contain a majority of British Judges.

The Anglo-French Convention concerning civil procedure has been extended to Palestine. The previous practice with regard to the execution of foreign judgments in Palestine has been amended by Rules of Court; and an Order in Council was passed extending to Palestine Part II of the Administration of Justice Act, 1920, concerning the reciprocal enforcement of judgments in the United Kingdom and countries subject to a British administration.

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The provisional agreements for extradition between Palestine and Syria, and between Palestine and Egypt, continue to operate satisfactorily.

Legislation.—The Advisory Council met twice, in January and February, and approved:—the Succession Ordinance; an Ordinance to amend the law relating to the removal or concealment of crops prior to the estimation; an Ordinance increasing the customs tariff on tea, sugar, wine, etc.; an Ordinance making amendments in the procedure of the registration of trade marks; and a Public Notice providing for the constitution of a Central Board of Censorship of cinematograph films.

The Council was then formally dissolved and preparations were made for the election of non-official members of the Legislative Council according to the provisions of the Palestine Legislative Council Election Order in Council, 1922.

The system followed was largely that which was in force for the election of members to the Ottoman Parliament, namely, of secondary electors by primary voters, the secondary electors being then formed into colleges, of which eight were to be Moslem, two Christian and two Jewish. Each group of two hundred primary voters could elect one secondary elector, and the voting areas were so formed as to give every opportunity to all qualified members of each community, however dispersed, to vote for a secondary elector of their own community.

So far as applicable, the English election procedure, as to Returning Officers, secret ballot, penalties for personation, etc., was followed.

Members of a religious community other than the three principal communities, were given the option of attaching themselves to any college which they might prefer.

The full complements of Jewish and Druze secondary electors were duly returned, but owing to the general apathy of the large majority of the Arab peasantry towards civic affairs, and the sustained propaganda conducted against Arab participation in the elections by the organizations opposed to British policy in Palestine, the Arab secondary electors returned (viz.; 107 out of 663 Moslems, 19 out of 59 Christians) were too few to permit of the formation of Moslem and Christian colleges. No Legislative Council, therefore, could be assembled, and the Palestine Order in Council, in so far as it relates to the constitution of the Legislative Council, was suspended. Endeavours to revive the Advisory Council—in a form similar to the abortive Legislative Council—met with failure, and it was found necessary, under powers granted to the High Commissioner by the Palestine (Amendment) Order in Council, 1923, to establish an Advisory Council composed entirely of official members in order to ensure in the interim the promulgation of Ordinances necessary to the peace, order and good government of the country.*

* For details of the election arrangements and the negotiations with respect to the revival of the Advisory Council *see* Command Papers, 1889 and 1989 of 1923.

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At its first meeting in December, the reconstituted Council approved, among others, an Ordinance for the establishment of the Court of Criminal Assize, the Supreme Court, sitting in the two forms of a Court of Appeal and a High Court, and a special Tribunal for dealing with conflicts of jurisdiction between religious and civil courts; and an Ordinance for the protection of game, enlarging the powers prescribed in the Ottoman legislation for that purpose.

Registrations.—Of twenty Palestinian companies registered, with a total capital of £E.1,215,000, the two most important were the Palestine Electric Corporation, Ltd. (authorized capital, £1,000,000), and the Jaffa Electric Co., Ltd. (authorized capital, £100,000), formed for the purpose of taking over and working the Rutenberg concessions for the generation and distribution of electric power and electric light.

Also of note are a printing works (£E.25,000), an insurance concern (£E.25,000), a housing and building company (£E.15,000), a bank (£E.10,000), an iron works (£E.10,000), a knitting factory (£E.4,000), and a sanatorium company (£.E.4,000).

The Consolidated Insurance Company, and the African and Eastern Trading Corporation were registered as foreign companies.

The Palestine Forest Company, Ltd., the Tel Aviv Baths Company, the Haaretz Publishing Company, and the Kedem Building Company, all local concerns, were voluntarily wound up. As in 1922, there has been no compulsorily winding up. Six bankruptcies were declared; four petitions for bankruptcy were settled out of Court and ten cancelled.

Seventeen Co-operative Societies were formed, mostly agricultural and "garden city" associations, but including a banking association with a capital of £E.20,000.

The co-operative movement is still confined entirely to the Jewish population.

148 applications for the registration of trade-marks were received, and four foreign patents provisionally registered.

The fees received in respect of the various classes of registration were approximately :—

	£E.
Palestinian Companies	6,850
Foreign Companies	70
Co-operative Societies	50
Trade Marks	600
Patents	50

The office of Registrar-General was abolished, and its duties combined with those of the Government Advocate.

Law Classes.—The Law Classes have continued with growing popularity and appear to meet a genuine desire for higher education. Students of the third year, in which Commercial Law, Civil and Criminal Procedure, Law of Torts,

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Public and Private International Law and Religious Law are taught, will, on passing the examination, receive a diploma to practice as advocates, after a qualifying term of two years with a practising advocate. Fees for the whole year were paid in the Arabic section by 19 first, 16 second and 25 third year students; and in the Hebrew by 9 first, 22 second and 36 third year students; the income from fees was more than £E.1,650.

A new session opened in December, when 20 new students were entered in the Arabic and 20 in the Hebrew section.

Advocates.—To consider applications of foreign advocates for admission to practise in Palestine, there is a Legal Board composed of the Director of Legal Studies, Chairman, two British Law Officers and a Moslem, Jewish and Christian Palestinian advocate.

At the examination in Palestinian Law for foreign advocates in January, 7 out of 13 candidates were admitted, bringing the total of advocates practising in the Civil Courts to 133. The amount of litigation is still considerable, and the practice of law comparatively lucrative.

The Chief Justice has issued rules amending the regulations with regard to the admission of advocates generally. A person is now not deemed to be qualified in knowledge of the Palestinian Law unless he has obtained a certificate from the Council of Legal Studies (which controls the Law Classes) of having passed an examination in the various codes and in private international law; or has obtained the legal diploma of a foreign University or Law School approved by the Board, and passed an examination in the law and procedure of Palestine. The Legal Board may exempt the holder of a diploma granted by an Ottoman or Syrian School of Law from the examination in part or whole.

(1.) Cases Pending, Entered and Decided during 1923.

A.—*Court of Appeal.*

	Pending 1.1.23	Entered 1923	Decided 1923	Decided 1922	Pending 31.12.23.
Civil	200	460	507	478	153
Criminal ...	20	250	219	261	51
Total ...	220	710	726	739	204
B.—*District Courts.*					
Civil	145	1,809	1,761	1,924	193
Criminal ...	104	1,534	1,494	1,443	144
Total ...	249	3,343	3,255	3,367	337
C.—*Land Courts.*					
Total ...	518	590	626	349	482

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	D.—*Magistrates' Courts.*				
Civil	446	28,575	28,626	21,402	295
Criminal ...	94	16,894	16,864	15,279	124
Total ...	540	45,469	45,490	36,681	419
	E.—*Municipal Courts.*				
Total ...	127	4,896	4,670	1951*	353
	F.—*Magistrates holding Special Warrants.*				
Civil	—	—	5,711	—	—

* Excluding Jerusalem.

ANALYSIS OF CRIMINAL CASES INVESTIGATED BY PUBLIC PROSECUTORS.

	Cases Investigated		Crime*		Misdemeanour	
	1922	1923	1922	1923	1922	1923
Jerusalem ..	684	616	95	123	174	146
Jaffa	557	684	111	152	168	169
Samaria ..	411	460	—	73	—	114
Northern District	532	683	91	101	144	207

* Includes only offences punishable by penal servitude or death.

	Non-Lieu		Accident		Total	
	1922	1923	1922	1923	1922	1923
Jerusalem ..	307	265	108	82	664	616
Jaffa	221	289	57	74	557	684
Samaria ..	—	235	—	38	—	460
Northern District	255	388	42	64	532	760

V. EDUCATION.

The budget of the Education Department for 1923-24 was £E.103,496 (£E.102,754 in 1922-23). Curtailment of original estimates caused the postponement of the plan to open 75 new village schools.

Sixteen students from the Men's and 23 from the Women's Training College graduated in the summer, and were appointed to teaching posts under the Department; the men had completed a three years', and the women a four years' course. The students in residence in the Men's Training College now number 80 (56 Moslems, 23 Christians, 1 Bahai), and in the Women's 56 (27 Moslems, 27 Christians, 2 Bahais).

A Practising School with 86 pupils has been attached to the Men's Training College.

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At the examinations of Government teachers only four out of 36 candidates obtained the Higher Certificate, and nine out of 125 the Lower; the standard is higher than formerly and most of the better teachers have already passed either one or the other examination.

Of 159 entrants, 42, of whom 34 were Government officials, passed the Civil Service Examination.

In the elementary language examinations for Government officials, 17 out of 29 passed in Arabic, and all six candidates in Hebrew; four officers underwent an advanced test in Arabic, which one passed.

In November, four scholarships at the American University, Beirut, were awarded by Government to Palestinian students, selected by the Education Department from its staff, to undergo a course of three to four years, leading to the B.A. degree. Two of the scholars were admitted on their qualifications to the Sophomore, one to the Freshman, and one to the Preparatory class. This scheme of scholarships is intended to provide the secondary schools with more efficient and better qualified masters.

Girls' schools were opened in four villages.

With an addition of two in 1923, there are now eight secondary sections attached to elementary schools in Jerusalem, Nablus, Acre, Nazareth, Jaffa, Hebron, Gaza, and Tulkarem. A revised secondary syllabus has been introduced, but the teaching staff in many cases is incapable of dealing with it adequately, nor does any section yet provide the full secondary course of four years. A handicap to proper development of the sections is the early age at which so many boys leave.

A grant was again made to the School of Ceramics in Jerusalem for the training of craftsmen. A capable principal has been appointed to the Tulkarem Agricultural School, and local contributions are being devoted to the improvement of its building. A small school of weaving for girls, under the Women's Catholic League, has been started in Bethlehem.

Grants-in-aid on a per capita basis were made as heretofore to non-Government schools which reach a certain standard of elementary education and accept the Government conditions of inspection. There are few Moslem private schools.

	£E.
Moslem schools	385
Jewish schools	2,995
Christian schools	1,785
Reserve	35
	£E.5,200

Two hundred and forty-four schools with an aggregate roll of 20,840 pupils are thus assisted.

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To meet the demand expressed by non-Government schools for some endorsement of their teaching standards by the Education Department, a system has been instituted whereby they may, after careful inspection and examination of their activities, receive a certificate from the Department testifying to their curricula and standards. Certificates have been issued to the Hebrew High Schools at Jerusalem and Tel Aviv.

An Islamic Theological College was opened in the precincts of the Haram esh-Sherif under the auspices of the Supreme Moslem Council to train students for the profession of " imams " and " mudarrisin " in mosques, and " qadis " in religious courts. There are two other similar, though smaller colleges in Palestine, at Acre and Hebron. The Council also inaugurated a library of ancient Arabic manuscripts, and a museum in connection with the repairs to the Dome of the Rock.

Four new schools were opened by the Palestine Zionist Executive, and the Hebrew Workmen's Education Committee conducts a " work-play-study " school at Tel Aviv. The Hebrew University Library is steadily developing, and a special medical branch has been formed.

In Jerusalem, the Latin Patriarch opened an institution known as the Patriarchal University, which, however, at present is little more than a secondary school with evening classes mainly in commercial subjects.

Examinations for external students of the University of London and of the London Association of Accountants were held at Jerusalem under the supervision of the Education Department.

Scouting and Sports.—The Baden-Powell Association has now 18 troops, with 650 scouts, all Moslem or Christian. Courses were held for Cubmasters and for Scoutmasters; all those who attended were Government teachers. The Director of Education, who is Commissioner of the Association, attended the training camp at Gillwell Park, London, and was subsequently appointed Camp Chief for Palestine.

Thirty-two Jewish Scoutmasters, mostly teachers, attended a training camp organized by the Hebrew Scouts' Association, at which the British Assistant Commissioner of the Baden-Powell Association acted as Camp Chief and Instructor.

The Girl Guide movement has revived among certain sections of the Jewish and Christian communities; Lady Clayton is Commissioner for Palestine. A company of Guides has been enrolled at the Women's Training College to train as Patrol Leaders and, later, to extend the movement.

Football grows in popularity, and is played even in village schools. A Government Schools' Sports Meeting was again held.

The general health of children in Government schools has greatly improved, but progress is hindered by unhygienic home conditions and parental ignorance.

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On Arbor Day 10,340 trees were planted by the pupils of Government schools in school grounds.

The Director of Education and the Principal of the Women's Training College, represented the Palestine Government at the Imperial Education Conference in London.

Statistical.—The Department of Education employs six Christians and nine Moslem inspectors and one Jewish inspector, and 493 Moslem and 175 Christian teachers.

There are 312 Government schools, of which 45 are town schools and 267 village schools. In the town schools there are 5,218 boys and 2,700 girls; in the village schools 10,748 boys and 529 girls, a total of both sexes in all schools of 19,195 pupils.

There are 397 non-Government schools, of which 38 are Moslem, 187 Jewish and 172 Christian; and on their rolls there are, respectively, 2,477 Moslem, 18,311 Jewish and 13,348 Christian pupils, included among the latter being 61 Druze children.

There are, among the non-Government schools, 30 special or technical institutions, including Training Colleges, Commercial and Agricultural Schools and Theological Seminaries; in these there are 150 teachers, 1,014 boys and 706 girls.

Sixty-eight Moslem and 28 Christian children attend the Jewish schools, and 1,426 Moslem and 307 Jewish children attend the Christian schools.

By communities, the approximate percentages of school attendance of children are as follows :—

5–14 years : Moslem 17%, Jewish 96%, Christian 81%.
15–18 years : Moslem 3%, Jewish 42%, Christian 37%.

The process of development of Government schools since the establishment of the Civil Administration is indicated in the following table :—

Year.	*Schools.*	*Teachers.*	*Boys.*	*Girls.*
1919–1920 ...	124	—	—	—
1920–1921 ...	171	408	8,419	2,243
1921–1922 ...	244	525	13,656	2,786
1922–1923 ...	311	639	16,606	3,033
1923–1924 ...	314	672	16,046	3,285

The numbers of schools include training colleges and secondary sections of elementary schools.

In 1922–23 the cost per pupil in Government town schools was £E.6·958, in village schools £E.2·720, and in training colleges £E.79·983.

VI. PUBLIC HEALTH.

The organization in the last three years and the higher standard of professional knowledge inculcated in all sections of its staff by means of regular courses of training, have enabled the Health Department to hold in check the diseases—malaria,

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the enterica, typhus and smallpox—which in the past ravaged the country; happily there were no epidemics that could not be suppressed by routine measures.

Measles broke out more than once in epidemic form with pneumonic complications, causing heavy mortality among children; small epidemic units with nurses served some affected areas with good results; about 5,000 cases, with a death-rate of 18 per cent., were reported. Measles is therefore chiefly responsible for a large increase in the death-rate, which for the first eleven months of the year was 25·03 per 1,000 (18·75 per 1,000 in 1922).

There were restricted outbreaks of plague in the summer at Jaffa (eleven cases, one death), and Haifa (four cases, one death); the spread of the disease was checked by prophylactic measures carried through by the Health Department, in inspection of houses and dangerous areas, removal of insanitary market booths, and rat-proofing of premises.

The efficiency of the anti-malarial campaign has been maintained; economies in its cost have followed the measures taken to protect cisterns and clear swamps under the Anti-malarial Ordinance, and with the ready co-operation of the inhabitants, now appreciative of the benefits derived from anti-malarial operations.

The most notable results have been achieved in the once malaria-ridden Valley of Esdraelon. The menace of the anopheline mosquito has been banished from the larger towns, and the established control of culex breeding renders almost unnecessary mosquito nets or the mosquito-proofing of houses.

Except in Haifa, where the infected Kishon marshes are yet to be reclaimed, no new malaria infections occurred in the towns.

In the attainment of these results the two American units, the Malaria Research Unit and Malaria Survey Section have given invaluable service. Palestine is also indebted to the workers in, and subscribers to, the Voluntary and Missionary Hospitals, without whose unremitting care and constant help the progress made during the last few years would have been impossible.

Improved water supplies in towns and villages, where springs have been guarded from pollution and piped, and stricter supervision of public establishments helped to lessen the incidence of enterica.

An abnormal drought was experienced in October, November, and the first weeks in December.

The occurrence of typhoid and typhus was almost altogether confined to immigrants from Central Europe.

On the closure of the Travelling Ophthalmic Hospital and ancillary clinics, special ophthalmic clinics at Government hospitals and dispensaries were formed, and are conducted by Medical Officers who have taken a course of instruction at an

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ophthalmic " training centre " in Jerusalem, under the Chief Surgeon of the British Order of St. John of Jerusalem Ophthalmic Hospital, Jerusalem.

The Travelling Hospital had, since August, 1919, treated 14,148 patients—the total attendances were 81,848 and 5,378 operations were performed. 18·3 per cent. of its patients were blind in one or both eyes.

The medical inspection and treatment of children in Government schools, particularly for eye disease and parasitic and verminous conditions of hair and skin, have been attended with success.

At Kantara, quarantine control was abolished, and the railway casualty post closed. Quarantine will be exercised in future during the pilgrimage season only, or if extensive epidemics develop in Egypt. As from September, travellers arriving at Samakh and Ras el Nakura by motor car route from Baghdad, were placed under medical surveillance against cholera and smallpox. Ship and passenger inspection at the ports was conducted without interruption.

The Gaza Hospital was closed in July; it will be reopened in due course by the Municipality. A scheme is afoot for the transfer to Municipalities of the responsibility, financial, administrative, and professional, of the various Government Hospitals. The Haifa Hospital was reduced to 25 beds from 80. All military hospitals, except the General Hospital at Sarafand, have now been closed.

At the end of 1923 there were seven Government General Hospitals dieting for 168 patients and a Mental Hospital at Bethlehem dieting for 40 patients.

The sanitation of villages progressed only where Local Councils exist.

Notification of births and deaths is more regular, and infectious disease, except of the minor type, such as measles, is reported more readily under the stimulus of periodical visits by Medical Officers.

Laudable efforts have been made in some towns to improve the primitive drainage systems that exist, but the development of modern systems has not made material progress.

A serious increase of rabies in dogs and jackals, reflected in a greater number of human victims, has demanded an organized campaign of destruction, in which 4,000 suspected animals were destroyed. Antirabic vaccine is now prepared and distributed directly by the Health Department; wider opportunity for treatment of bites has thereby been afforded, and the cost of vaccine, hitherto supplied by a private laboratory, much reduced.

There were 11 cases of hydrophobia, all fatal; circulars to enlighten the public on the disease and its prevention were published.

The number of lepers in Palestine does not now exceed 80; of these 30 are in the Moravian Society's Leper Home, Jerusalem.

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The Central Laboratories of the Health Department, with bacteriological, chemical and antirabic divisions, are in Jerusalem, and there are clinical laboratories at Jaffa and Nablus; these, with the laboratory of the Malaria Research Unit at Haifa, and the laboratories of the Hadassah Medical Organization at Jerusalem, Jaffa, Haifa, Tiberias and Safad ensure, by close co-operation, rapidity of diagnosis and analysis of specimens throughout the country.

The Sanitary Section of the Health Department continued its examination of municipal sewage and drainage schemes, preparation of plans for the sanitation of public buildings or premises, and survey of swamp reclamation projects; it was instrumental also in improving the quality of drainpipes manufactured by local potters.

Voluntary Hospitals and Dispensaries.—These, despite diminished funds, treated 20,000 in-patients in 1923.

In Galilee and at Gaza the voluntary hospitals undertook the treatment of sick gendarmes, police and other Government officials who could not be removed to a Government hospital.

Training of Nurses.—A higher and more uniform standard was reached in the examinations than in previous years, pointing to progress in training methods in Government and voluntary hospitals.

In the Rothschild Hospital, Jerusalem, more than 40 nurses are undergoing instruction.

Examination results :—

	From Government Hospitals.	From Voluntary Hospitals.
	Passed.	Passed.
1st year examination	5	16
2nd ,, ,, ...	9	11
3rd ,, (final) examination ...	6	8

In the Midwives' Training School of the Government Hospital, Jerusalem, 11 women (three in 1922) passed the qualifying examination.

Practice of Medicine, etc.—Licences to practice were granted to 80 doctors, 39 dentists, 22 pharmacists, and 28 midwives. The medical and dental professions are becoming seriously overcrowded.

The wholesale trade in drugs and poisons is more strictly controlled; special certificates are issued for the import of the dangerous narcotic drugs controlled by the International Opium Convention; the amounts imported in 1923 were : cocaine 9,965, morphine 710, codeine 2,384 and heroin 1,398 grammes.

Mecca Pilgrimage.—All pilgrims, numbering over 900, were vaccinated before departure against smallpox and inoculated with cholera vaccine. They travelled, for the most part, independently of the Government-conducted arrangements.

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Relief.—Only 15 orphan children are now supported by Government; at the beginning of the year there were 172. The communities concerned have assumed their proper responsibilities in this regard.

VII. PUBLIC SECURITY.

Crime Statistics.—16,700 cases were reported to the police (13,531 in 1922). The high figure, representing 22 cases per 1,000 of the population, may be explained, in some degree, by the geography of Palestine, its scattered population, the modes of life and travel, and the inadequacy of means of rapid communication, whereby crime is made easier and preventive police action more difficult. The peasantry are, besides, reluctant to report promptly the occurrence of crime. Convictions were, however, obtained in 55 per cent. of the cases notified to the police.

There were 668 heinous crimes (699 in 1922) of which more than half were detected within one month.

Several very daring burglaries were committed, but the perpetrators have been brought to justice.

Highway robbery with violence and armed brigandage were unusually rife; one officer and three men of the British Section of Gendarmerie, and a British railway official, met their death in encounters of this kind.

Twenty-four prisoners escaped from custody in lock-up, hospital or labour gang; 82 fugitives from justice were captured.

Seventeen persons were extradited from Syria to Palestine, one from Palestine to Syria, two from Egypt to Palestine and one from Palestine to Egypt.

The finger impression and photographic sections have been quiescent owing to changes and reductions in staff.

In March, Mr. A. S. Mavrogordato, on transfer from Sierra Leone, succeeded Mr. P. B. Bramley, O.B.E., as Deputy Inspector-General of Police and Prisons.

Civil Police and Prisons.

Establishment.—The Force consists of 71 officers and 954 other ranks. Of the Palestinian Officers, 26 are Moslems, seven are Christians and eight are Jews. Of the other ranks, 658 are Moslems, 174 are Christians and 113 are Jews.

The Port Police consists of 46 other ranks, and the Prison Staff consists of 12 officers and 156 other ranks.

The strengths of the Municipal constabularies and village ghaffir units are 187 and 385 respectively. The efficiency of both these forces is improving.

On 1st July the Police Force was reduced by seven officers and 205 other ranks owing to a diminished budget and the creation of a border zone, in which public security became the care of the Palestine Gendarmerie.

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208 recruits were enlisted, one officer and 83 other ranks resigned, and, mainly because of the enforced contraction of cadre, seven officers and 325 other ranks were discharged.

The rates of pay for constables have been reduced, but it is intended to provide better conditions of service, in the form of barracks, pension privileges, etc. The curtailment of pay was received in good spirit and did not materially prejudice recruiting. Recruiting is conducted independently in each district, a system which has its defects, and will be remedied only by enlistment exclusively into a Central Training Depot. Discipline has reached a high standard and serious offences are rare. Courts of Discipline were held on two officers and 28 other ranks only. Morale is commendable and several absconded offenders who resisted arrest with arms were either killed or wounded. One officer and six other ranks were killed in the execution of their duty, and there were three deaths from sickness. Meritorious service bounties totalled £E.86.

In July the reduced strength of the Force entailed a corresponding diminution in the Training School's roll, from 70 to 40. In November, 91 other ranks having passed through since the beginning of the year, the school premises were returned to the authorities of the Hebrew University, and no alternative quarters being available, the school was closed and its staff temporarily posted to districts. It had more than justified its existence, and to the excellent training which it imparted is attributable much of the increased efficiency of the Force; it is intended, in due course, to re-open the school in Jerusalem.

Seventy per cent. of the Force is literate and the standard of education is being improved; the Department of Education arranges special classes for police.

The Force is handicapped in the notification of crime, the efficacy of pursuits and interdistrict concerted measures against brigands by restricted means of mechanical transport and telephone communication.

Equipment.—Stores are obtained through the Crown Agents for the Colonies. The 1914 pattern rifle, at present in use, is unsatisfactory and will be replaced by the short magazine Lee-Enfield. Dress Regulations have been promulgated. A neat blue winter uniform is now worn by constables; khaki is the summer wear.

The expansion in motor traffic has placed additional responsibilities upon the police at Jerusalem, Jaffa and Haifa, and special traffic sections were organized. Traffic Regulations were published at the end of the year; traffic accidents have been rare in the towns, their occurrence being restricted to rural areas where no regular control yet exists. There were 12 fatal accidents.

The Police Band has made considerable progress and is in frequent demand by the public for entertainments and functions; some of its members have been formed into a string orchestra.

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The Deputy Inspector-General's offices, Police Stores, and the Criminal Investigation Department are now under one roof; improved control and more effective administration have resulted.

Jails.—On 31st December there were 1,249 convicts in prisons, lock-ups and Jail Labour gangs.

In the Jerusalem Jail discipline has been good and no escapes were made; a determined attempt by Mohamed Abu Mudeiris, a highway robber serving a life sentence, and other desperate criminals, in which several warders suffered injuries, was frustrated.

The health of the prisoners was satisfactory on the whole, but "Bedu" and "fellah" are particularly susceptible to tuberculosis when confined in prison, and six died in hospital from this disease. A Government Committee has been appointed to study this question, and preventive measures are being instituted.

The output of the jail industries section, the quality of whose workmanship is high, is purchased mainly by Government Departments; the carpentry shop supplies all departmental requirements of furniture.

In the Acre Jail, too, discipline was good and there were no successful escapes. General health is better, but still not satisfactory; 13 prisoners died in the Government Hospital. A special isolation ward in the jail is under construction. The workshops were profitably maintained, and developed.

On December 31st, there were 22 juvenile offenders in the Howard Home Reformatory; 21 were released during the year. Fifty-one women and children were admitted to the Girls' Home by order of the Courts or on recommendation of the Social Service Association; cooking, housework, washing, needlework, native embroidery and basket-work are taught.

The three jail labour companies are formed of convicts with sentences from one month to five years and of certain convicts with up to five years remaining of their term. One company is employed on railway construction and maintenance; a second on the construction of the Ras el Nakura–Zib Road, of which it has completed 5,000 metres; and the third, for which all charges, except clothing and rations, are borne by the Royal Air Force, by the General Officer Commanding on porterage and scavenging in the Sarafand cantonments. (It is controlled by the Palestine Military Police, a body locally recruited by the Royal Air Force to police the cantonments.) All companies were healthy and orderly, and their work has been commended.

Gendarmerie: British Section.

The strength of this force remained as in the preceding year; it carried out numerous mounted, car and foot patrols, and co-operated on some occasions with the police.

Many miles of light car roads were constructed by village and prison labour under its supervision, and existing tracks kept in repair.

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A few officers and other ranks are temporarily lent to the Palestinian Section, to the Criminal Investigation Department, and to the Ports' Police.

Wireless stations have been established by the Royal Air Force for detachments at Nazareth and Nablus, which, with the Jerusalem detachment, are also equipped with carrier pigeon lofts. Mule transport, assigned to each company, usefully supplements motor transport in rough country.

The picking up of messages by aeroplane was practised in conjunction with the Royal Air Force.

The accommodation of the Section was materially improved and its health reflects the improvement.

Three hundred recruits joined during the year to replace men who had resigned on termination of contract.

Gendarmerie : Palestinian Section.

For financial reasons the strength of this Section was reduced from 533 to 462 N.C.Os. and men, and its rates of pay were assimilated to those of the police; 150 trained gendarmes resigned in consequence.

Two infantry companies were transformed into squadrons of cavalry, and the Section took over control of the Border Zone, which remained almost entirely free from raids. Police Investigation Officers are allocated to Border detachments, which have rendered excellent service in the suppression of the contraband traffic in tobacco, petrol, salt and hashish.

Execution of duties was made easier by subordination to military administration, and the establishment of headquarters of the Section in the Sarafand cantonment area; deficiencies in clothing and equipment were supplied by Army Ordnance, and the advice and oversight of an experienced military staff were available. Considerable advance has therefore been made towards systematizing and improving the organization of the Section; it has become much more mobile; horse management is better, the N.C.Os. are more capable of command and responsibility.

Health and discipline were satisfactory; and the mingling of creeds has been without friction. One man was killed and five wounded on service; two died from sickness.

Many gendarmes have qualified as signallers; it is intended to establish visual communications between the north-eastern detachments.

Signallers are also posted overlooking the Jordan to give warning of crossings of caravans, which are searched for contraband.

All border posts are provided with carrier pigeons.

Squadrons are armed with the short rifle, and attached to each are Lewis gun section, signal section, farrier, veterinary dresser, medical orderly and trumpeter.

All clothing is now obtained through the Crown Agents for the Colonies.

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VIII. POSTS AND TELEGRAPHS.

The total revenue from public sources was £E.110,858 (£E.110,121 in 1922) and expenditure £E.98,390 (£E.108,330 in 1922), a decrease effected principally by staff reductions and the transfer of motor transport to the Public Works Department.

The year's working thus resulted in a cash profit of £E.12,468, exclusive of the value on the one hand of services rendered to Government departments, £E.22,101, and, on the other, of those rendered by departments, £E.10,850.

The maintenance of military telegraph and telephone lines in cantonment areas and the military exchange at General Headquarters were taken over from Army Signals for the Air Ministry on a repayment basis.

Compared with 1922, most classes of postal business were less brisk. There was an increase in foreign money orders issued, of 5·2 per cent. in number and 15·8 per cent. in value, and paid, of 19·7 per cent. in number and 17 per cent. in value. Specially printed postal orders introduced for use in Palestine only, proved a success from the outset; but Imperial postal orders, issued and paid, showed decreases corresponding to the further reductions in the garrison.

One new post office was opened at Beisan, and postal agencies were established at Benjamina, Nahalal and Ain Harod. Services inaugurated were a trans-desert mail service, Haifa-Baghdad, an insured letter and box service and an insured parcels service with Great Britain, and insured parcels services with Egypt and the Sudan. The adhesion of Palestine to the International Postal Union was formally announced.

Telegraphs.—The decrease in telegraph traffic continued; for this decrease the rapid development of the telephone system is mainly responsible.

There was an insistent demand for the installation of new telephones throughout the year, but financial considerations prevented compliance with applications which involved erection of wires outside exchange areas.

The large increase in telephone revenue is due in part to the substitution of quarterly for annual rental charges during 1922, in which year, therefore, twelve months' revenue could not be collected, most subscribers having paid their annual rent in advance.

A new 500-line central exchange (with capacity for extension to 1,000 lines) opened in Jerusalem, has considerably accelerated the service.

A number of British and local officials of the Postmaster-General's Department were retrenched; on 31st December, 1923, the Department employed 493 graded officials (432 males, 61 females; 188 Christians, 105 Moslems and 200 Jews).

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Posts and Telegraphs.

Net Revenue.	Public Services. 1922. £E.	Public Services. 1923. £E.	Percentage Increase (+) or Decrease (−).
Sale of Stamps ...	51,196	48,458	− 5·3
Commission on Money Orders	1,053	1,030	− 2·2
Postal Order Poundage	162	256	+58
Foreign Parcel Post ...	6,453	4,953	−23·1
Telegrams	32,640	27,768	−14·9
Telephones	15,063	25,052	+66·3
Rent of Letter Boxes...	1,434	1,569	+ 9·4
Miscellaneous	2,120	1,772	−16·4
Total ... £E.	110,121	110,858	+ ·7

Net Expenditure	Public Services. 1922. £E.	Public Services. 1923. £E.	Percentage Increase (+) or Decrease (−).
All services except Conveyance of Mails outside Palestine ...	101,263	88,936	−12·2
Conveyance of Mails outside Palestine ...	7,067	9,454	+33·8
Total ... £E.	108,330	98,390	− 9·2

	£E.
Balance of Revenue over Expenditure	12,468
Balance of Revenue over Expenditure including Government Services	23,719

Business Transacted.

	No. in 1922.	No. in 1923	Increase or Decrease %
Letters	5,529,700	4,917,000	−11
Postcards	747,300	660,500	−11·6
Printed Matter and Samples	3,120,600	3,030,100	− 2·9
Parcels	136,000	117,200	−13·8
Telegrams	259,800	241,000	− 7·2
Telephone Trunk Calls ...	361,000	366,700	+ 1·6
Postal Orders, Palestine ...	No service.	11,233	(8 months only.)
value	—	£E.8,860	
Postal Orders, British, Issued	34,870	33,351	− 4·3

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Business Transacted—cont.

	No. in 1922.	No. in 1923.	Increase or Decrease %
value	£E.27,209	£E.24,249	- 10·8
Postal Orders, British, Paid	5,265	4,799	- 8·8
value	£E.4,026	£E.3,431	- 14·8
Money Orders, Inland ...	14,396	13,623	- 5·4
value	£E.163,071	£E.142,392	- 12·7
Money Orders, Foreign, Issued	6,511	6,856	+ 5·2
value	£E.40,477	£E.46,862	+15·8
Money Orders, Foreign, Paid	7,606	9,107	+19·7
value	£E.32,535	£E.38,064	+17
Telephone Subscribers ...	1,002	1,131	+12·9
Telephone Instruments Installed	1,350	1,551	+15
Telegraph and Telephone Trunk Lines, km. ...	11,048	10,700*	- 3·1
Telegraph and Telephone Local Lines, km.... ...	2,609	2,882	+10·4

* Decrease due to recovery of unserviceable lines.

IX. AGRICULTURE.

Agricultural Service.—The decrease in cereal and grain production and an increasing dependence on imports of wheat and barley have been noted earlier in this Report, in other connections. The following serves further to illustrate this unsatisfactory situation. Before the war Palestine exported considerable shipments of good malting grain to Great Britain; during the past three years production fell from 61,300 to 27,000 tons, and in the first ten months of 1923, 8,488 tons were imported and only 20 exported. Between January and June, net exports of all classes of cereals and legumes were 675 tons, as compared with 9,589 tons in the same period of 1922, although the average price per 100 kilos in 1923 was 99 PT., in 1922 91 PT., and in 1921 93 PT. On the other hand, the production of wheat, although prices (per 100 kilos) declined from 234 PT. in 1920 to 88 PT. in 1923, remains constant at about 87,000 tons; the estimated local consumption is 110,000 tons and the difference is met by imports from Trans-Jordan, the Hauran, and, to a lesser extent, Australia and America. From Australia and America, however, it is principally flour that is imported. The hard local wheats are unsuitable for the production of the more popular white bread, for which foreign flour is in demand.

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The Department of Agriculture distributed selected seeds of bread wheats and acclimatized oats, and organized fertilizer demonstrations with winter crops on the lands of fellahin.

Lentils and field peas are more extensively grown, and berseem, vetch, oats and pumpkins have been introduced; hay or other conserved forage is still largely absent, however, and flocks and herds suffer severely from poor grazing when the rains fail.

Trial plots of flax were raised on Jewish experimental farms. Potatoes were a disappointing crop. Vegetable growing is increasing in popularity despite the competition of the irrigated gardens of Damascus and the Nile delta.

Interest in tobacco planting is unabated. Two travelling instructors are employed by the Department to give advice to farmers on tobacco growing, poultry raising and bee-keeping.

Keen interest is being evinced in poultry farming and bee-keeping, both in the Jewish settlements which had always engaged in them to some extent, and in the Arab villages, and municipal support has permitted the establishment of model bee and poultry farms at Gaza, Nazareth and Nablus.

Modern incubators are being imported in large numbers and up-to-date poultry houses erected, and, at the instance of the Department of Agriculture, bee swarms are being transferred from primitive " skeps " to modern hives.

Demonstrations on the management of incubators and modern hives are conducted by the Department and have attracted much attention.

With plentiful supplies of almond and orange blossom, and with favourable conditions, for the sale of honey, of demand and price, bee-keeping promises to be remunerative, if properly fostered.

Veterinary Service.—Poor grazing affected the general condition of livestock and the birth-rate. Slaughter animals are still imported in large quantities; the consumption of meat is very high, for the larger towns alone 220,000 head annually. 230 pedigree animals were imported for breeding purposes by Jewish organizations. The immediate object of pedigree stock breeding is to meet a town demand for milk of good quality.

Imported animals proved highly susceptible to such endemic diseases as " Tick Fever " (*piroplasmosis*), but treatment of the disease by inoculation with trypan-blue gave good results.

The veterinary field service controlled successfully all outbreaks of contagious animal disease, and mortality was negligible. 725 young animals were inoculated in infected areas against " Black Quarter," and 421 head protected against anthrax. Tests were applied to 75 horses for possible infection with glanders, but positive cases were few. Fifty smears were examined for epizootic lymphangitis, a widespread disease, of which isolated cases have been treated in every

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district. Mange and sheep-pox similarly had a far less general occurrence and virulence than in earlier years. No case was reported either of cattle plague (rinderpest) or foot and mouth disease.

The crime of malicious cattle-poisoning with arsenic is still committed.

228,987 animals were imported through Quarantine Stations.

Forestry.—Commissions continue the demarcation of woodlands; three " state forests " covering 2,776 donums were constituted, and 44 areas of scrub and potential timber woods, 94,708 donums in all, demarcated besides. In the south the problem of demarcation is relatively simple; in the north, forests are larger and the work is complicated by the existence of numerous small and unregistered plots of cultivated land.

Without placing private forests under compulsory control, the forest service is empowered to regard as State forest woodlands to which no prima facie evidence of private or corporate title exists; it has thus been able to protect a wide area of timber. 618 persons were convicted of forest offences.

Destruction during the season by forest fires was limited to 977 donums, thanks to ready assistance of villagers. Efforts were directed to checking denudation and erosion which follows the practice of limeburning with brushwoods; and the increasing use of coal assists the same object.

Special powers have been taken for the preservation of olives, carobs and fruit-trees; felling, removal and sale are permissible only by special licences under centralized control, and illicit destruction has practically ceased. There are, nevertheless, frequent applications for permits to fell olive groves as unprofitable cultivation, in order to plant tobacco or oranges.

Natural production from seed is beginning to take place in woods of dwarf oak, pistachia, arbutus, etc., and artificial sowing and planting are being attempted.

The Government nurseries supplied large numbers of transplants of timber and shade trees, olives and vines, fruit stocks and grafts to the public at cost price, and gratis to camps, hospitals, schools and municipalities.

In afforestation, eucalyptus is successful, acacia cyanophylla from Cyprus promises well on sand-dunes and acacia melanoxylon is suited to the reclothing of bare hill-sides. Olive planting has been promoted and special facilities are given for the removal of wild suckers from forest areas; 204,500 suckers are known to have been established.

The general enthusiasm for tree planting is sustained. The Palestine Zionist Executive employs a staff of experts to organize its own programme of planting on hill, plain, swamp

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and dune, and assists colonists with planting schemes. It maintains five forest nurseries at which, during the year, 250,000 plants were raised, and has formed new plantations, covering 1,350 donums, and stocked with 207,500 trees. Since 1920 it has afforested in all 3,640 donums with a stock of 877,700 trees. The Salesian Fathers at their Beit Jemal Agricultural School own a hill forest of about 900 donums in which silvicultural operations are systematically conducted; since 1920 they have planted 25,600 trees in their nursery. The school compiles useful agricultural and meteorological data. The Supreme Moslem Council has further engaged in planting operations, and an Arab Economic Association has devoted much energy to propaganda to the same end.

Entomological Service.—Two species of Coccidæ, Black Scale (*Aspidiotus aonidum*) and Red Scale (*A. aurantii*) threaten the existence of the local orange industry. The former species, invading Palestine from Syria, has spread through the northern district and menaces the Jaffa area; the latter has an even wider distribution. Against both pests, the approved method of fumigation of trees with hydrocyanic gas under specially constructed tents is followed. An experimental campaign, rendered somewhat difficult by abnormally close planting and absence of all pruning or removal of dead wood, resulted, in application to 5,000 trees in the Haifa area, in the destruction of nearly 80 per cent. of the scale.

Field mice are active in early spring, harvest time and late winter. For the early winter, grain poisoned with strychnine proved fairly efficacious, particularly on the borders of the desert, where herbage is scarce. In other situations, and after the crop is above ground, success attends the use of a cheap (and locally manufactured) portable machine for generating and pumping carbon dioxide gas into the burrows.

Many jackals have been destroyed by baits dosed with strychnine capsules.

The further introduction and spread of orange scale have ceased as a result of vigorous plant inspection at the ports, which has also helped to prevent loss to importers from diseased potato and other seed.

An entomological laboratory is now established, and a departmental museum, which contains a representative collection of mammals, birds, reptiles, fish, insects, cereals, fruits and vegetables.

Soil Survey.—A systematic soil survey was initiated in the spring, and by autumn it was possible to produce a sectional soil map of an area of 135 square kilometres in the Gaza District, based upon 390 separate mechanical examinations and a classification into 24 typical soils, and involving 815 determinations.

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Meteorological Service.—Meteorological stations were maintained by Government at Haifa, Gaza, Jerusalem, Jenin, Jericho and Beersheba. The scrutiny and compilation of returns, and inspection of instruments, are undertaken by the Director of Physical Services in Egypt. Daily telegraphic reports are sent from Haifa and Gaza for inclusion in the Air Ministry's general forecast for the Mediterranean area. Rainfall gauges are also kept at six different posts. Additional data are obtained from various private observers. The past agricultural season, 1922–23, was characterized by abundant and well-distributed rainfall in the north and partial drought in the south. Crops in consequence furnished more than average yields in Acre, Galilee and Samaria; less than average yields in Jerusalem and Jaffa, and were a partial or complete failure in Gaza and Beersheba. Jerusalem has suffered from an abnormally deficient rainfall during three consecutive years.

CROP RETURNS.

	1921.	1922.	1923.	
	Metric Tons.			
Winter Crops.				
Wheat	72,885	87,146	88,362	
Barley	61,328	35,383	27,159	
Beans	4,948	7,275	6,541	
Peas	2,063	781	1,193	
Lentils	4,792	5,593	4,852	
Kersenneh	7,649	7,818	9,864	
Total	153,665	143,996	137,971	
Summer Crops.				
Durra	14,818	23,527	16,103	
Sesame	2,976	3,398	3,631	
Olive Oil	594	3,755	1,116	Olives
	—	3,297	2,987	Oil.
Grapes	6,756	6,259	7,437	
Figs	6,189	6,765	6,415	
Melons	18,304	20,210	20,435	
Almonds	436	463	979	
Total	50,073	67,674	59,103	
Grand Total ...	203,738	211,670	197,074	
Boxes of Oranges and Lemons	*718,780	1,063,634	1,325,329	

* Excluding Mulk property.

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ANNUAL RAINFALL.

Station	Yearly average	Year 1921	Year 1922	Year 1923
	Years. m/ms.	m/ms.	m/ms.	m/ms.
Jerusalem	23 589	327	363	273
Nazareth	18 615	602	643	545
Gaza	13 417	486	420	319
Haifa	12 592	650	511	497
Jenin	2 440	—	527	354
Beersheba	3 195	265	209	111
Average for six stations ...	— 475	446	445	345

X. LANDS.

The influence of the unfavourable economic conditions showed in fewer large real estate transactions, in decreased values and multiplication of mortgages; on the other hand rates of interest are diminishing slightly under the influence of the Credit Banks and Loan Societies that have come into being.

There were 6,514 (5,117) transactions registered in privately-owned lands, affecting 75,243 donums (72,038), involving a consideration of £E.845,634 (£E.905,472) and producing £E.40,788 (£E.55,549) in fees. (The figures in brackets relate to 1922.)

Very few properties were sold in execution of mortgages. The exercise by the Courts of their discretionary powers to order the postponement of sales of property in execution of mortgages where it appears that the debtor has reasonable prospects of payment, if given grace, or that sale might involve undue hardship, has frequently induced the parties to arrange amicable settlements or grant extensions of term.

The Ottoman ban upon the acquisition of land by foreigners resulted in practically all Jewish and foreign-owned property in Palestine being registered in the name of Turkish nationals who held it in trust, while separate and unofficial registers were maintained by the real owners of land in which were recorded all transactions of sale, mortgage, succession and other dispositions.

The ensuing complications of title made it impossible for the real owners to obtain loans from banks, but many owners of properties became heavily beholden to usurers at excessive rates of interest, and inability to discharge these obligations excluded the owners from the scope of the provisions for correction of the Land Registers. Government Land Officers are now advising and assisting the colonies and communities affected in preparing the necessary applications to the Courts for such corrections to be made.

Lists of former Turkish State Lands have been made; many disputed areas are involved and Government is engaged in litigation in 83 cases in which private ownership is alleged.

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No State lands were permanently alienated, other than some town allotments, within the old fortress area of Acre, sold by auction, pursuant to a decision of the former Turkish authorities.

An Ottoman pre-war concession held by a Syrian Syndicate for the drainage and reclamation of Lake Huleh and the surrounding marshes is being revised at the Colonial Office; the concessionaires will restore to cultivation 70,000 donums now wholly or partly submerged during the rains. Another concession, for the exploitation of the Tiberias Hot Springs and the establishment of a modern Sanatorium and watering place, is being revised in Palestine.

The allocation and survey of lands affected by the Beisan Land Agreement have proceeded with comparative smoothness and the initial difficulties attending survey are now overcome. 572 forms were issued entitling the recipients to certificates of title for cultivable lands; 152 gardens and 260 house sites were allotted, and the assignment of lands in six villages was completed.

XI. SURVEYS.

Increased skill and experience have progressively expanded the individual output and the quality of the work of the Surveyors; health generally has been good and there has been little malaria.

The Survey School was closed in April, and considerable retrenchments of personnel effected; the staff of draughtsmen has, however, been increased to meet settlement requirements at Beisan.

Triangulation.—The main triangulation was completed by the establishment of 37 points, making 95 in all, with an average triangular error of 1·34 seconds of arc, a probable error, of a single adjusted angle, of 0·46 seconds of arc, and an approximate cost per point (excluding computations) of £E.70.

Observations for Latitude and Azimuth were carried out at point 31, Majdal Yaba, and point 73, Safad. Compared with the values brought up through the triangulation from observations at point 2, Imara Base, they show the understated discrepancies:

	Point 31.	*Point 73.*
In Latitude ...	+2·42	−6·35 seconds of arc.
Azimuth ...	+1·34	+3·43 seconds of arc.

The observations at point 73 clearly indicated influence of local attraction at a site between the Lebanon Range and the Jordan Cleft.

Longitude, as yet unobserved, has been brought up through the triangulation systems from an Egyptian datum.

In the third order and minor triangulation 77 third order points, making 215 in all, covering 1,760 sq. km., and 1,243 fourth order and traverse points, making 3,388 in all, covering 988 sq. km., were established.

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The method of resection for minor points was abandoned, being proved unsatisfactory.

Detail Surveys.—At Gaza 200,000 donums on 1/2000 scale were surveyed, with all property claims recorded. 280,000 donums had been hitherto completed; the average field cost, including minor triangulation was PT.3·7 per donum.

The initial cadastre of the lands of Gaza and some adjoining villages, now complete, shows about 23 per cent. of the entry area to be cultivated under the Mesha'a (common) principle, while 20 per cent. falls, prima facie, to the State.

At Beisan, 125,000 donums on 1/4000 scale were surveyed at an average field cost, including third order and minor triangulation, of PT.2·3 per donum; the survey has in this region overhauled the work of the Settlement Commission, rendering further preliminary 1/10000 work necessary.

In the spring a 1/2000 contoured survey of 10,000 donums around Jericho was made for irrigation purposes, at an average cost of PT.6·5 per donum, including third order and minor triangulation.

3,000 donums of difficult and close City survey on 1/2000 scale in Jerusalem were covered at an average cost of PT.31 per donum. The extended municipal boundary has been demarcated.

The work of detail parties is now confined to the production of large-scale topographical plans for application to future settlement; they have ceased to deal with individual claimants.

In August, the camp of a detail party near Gaza was attacked and looted by armed brigands; one labourer was killed.

XII. PUBLIC WORKS.

A retrenchment of nearly 40 per cent. was made during the year in the classified personnel of the Public Works Department, and there are now only two Works districts, controlled from offices at Jerusalem and Haifa.

In September Mr. H. B. Lees, M.C., M.Inst.C.E., on transfer from Fiji, succeeded Major-General P. G. Grant, C.B., C.M.G., in the directorship of the Department.

The total expenditure by the Department was £E.293,000 of which £E.105,000 was upon Air Ministry Works. In 1922 £E.362,000 was spent.

Special attention was given to the repair of public-owned buildings with a view to occupation, so that Government might dispense with hire of private buildings. Many improvements and some structural modifications have been carried out in the sanitary arrangements and water supplies of Government buildings and institutions.

Four isolation blocks at the Jaffa Hospital, for plague cases, are the only new erections of importance; but several buildings, commenced in 1922, among them barracks and stables for the Palestine Gendarmerie at Tulkarem and Government residences at Ramleh, Tiberias, Tulkarem and Jenin, were completed.

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Towards the end of the year work began on extensive repairs and betterment to Gendarmerie barracks and camps.

Air Ministry hutting was taken over for the accommodation of the Gendarmerie. Other evacuated military camps were sold by the Air Ministry.

Metalled main roads, in all 570 kilometres in length, have been kept satisfactorily in condition within the limits of available funds; many minor improvements, such as correcting dangerous corners, reducing steep grades and widening culverts and bridges, were effected.

On the Haifa–Ras el Nakura highway, a bridge was built over the Wadi Rushmia and another over the River Naamain, new concrete approaches provided to both and to the bridge over the Kishon, and between Acre and Ras el Nakura 6½ kilometres of new road were made in part by village and in part by convict labour.

It is pleasing to record the construction by the villagers themselves, with the technical assistance and advice of the Public Works Department, of many new village roads, particularly in the Northern and Samaria Districts.

During the war the centre stone arch span of Benat Ya'qub Bridge over the Jordan was destroyed by the Turkish forces. A temporary span was erected by the British Army and this has now been replaced by a stone arch span in the design of the original structure.

Stone bridges and culverts were constructed on the Ludd–Kalkilieh road, and protection works applied to both abutments of the Allenby Bridge over the Jordan, near Jericho.

On April 1st the Jerusalem waterworks, including a new pumping station at Solomon's Pools, were handed over to the Municipal Council.

Water supplies were installed for the villages of Bir Jacob and Khan Yunis; the Public Works Department carries out the installations for villages which provide the funds, assisted, if necessary, by a loan from Government in no case exceeding £E.400.

The customs quay at Haifa was improved by concrete paths and facings to the wharf and metalled roads to the customs houses.

Mr. F. Palmer, C.I.E., M.Inst.C.E., visited Palestine in February and submitted a report on the various projects to establish harbour works at Haifa and Jaffa.

In Jerusalem several large institutions, hitherto used as Government offices, were returned to the owners and other buildings leased at lower rentals.

Private building enterprise, increasing the number of houses available, has permitted many officers to make their own arrangements for quarters, with considerable resultant economies to Government.

The Government motor transport service was reduced from 57 vehicles to 37, of which 8 are mail vans.

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For the transport of the staffs of departments at Government House, which is on a hill four kilometres distant from the city, a regular motor omnibus service has been established between Government House and the Post Office.

The first electricity generating station under the Rutenberg concession, erected at Tel Aviv, was opened in July and supplies current for lighting and power purposes to Jaffa and Tel Aviv.

Air Ministry Works.—At Sarafand two new roads were made and the main drainage was completed. For the water supply, a reinforced concrete reservoir was built with a capacity of 100,000 gallons.

Electric light has been installed throughout the cantonments, and additional accommodation, to include married quarters, is being provided for troops.

A new landing ground for aeroplanes is in course of levelling at Kalandia, near Jerusalem, and other landing grounds have been prepared at Haifa and Beisan.

XIII. RAILWAYS.

The year's working has been marked by drastic retrenchment and in November the expenditure was the lowest yet recorded; prevailing economic stagnation has, however, depressed receipts.

A reduction in fares, introduced in April, produced at once an appreciable increase in passenger traffic. The goods rates were also considerably reduced at the same time.

The melon and grape traffic was successful.

Train services were accelerated in April; punctuality has been maintained, and no accidents involving loss of life to the public occurred.

The new saloons, purchased in England, are in frequent demand.

Way, Works and Supplies.—There have been no extensions of the main or branch lines, attention being paid mainly to betterment of the track by drainage and ballasting; much surplus material was salvaged. In these works jail labour was usefully employed. Station improvements were extensively carried out, particularly of water supply systems.

Five private sidings were provided for factories at Haifa, Athlit and Jerusalem.

Many bridges were repaired and improved, and one new bridge built; a steel centre span of 120 tons was fitted into the Yarmuk bridge.

Storage depots and carriage sheds were erected at Haifa.

All narrow gauge systems are now equipped with the Webb and Thompson's single line staff instruments of the miniature type, and the Kantara–Rafa section is fitted with the Western Electric Selective Control Ringing Telephone apparatus.

Platform ticket issuing machines were installed at Haifa and Jerusalem.

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Goods rates for various commodities, particularly farm produce, were reduced with a view to stimulating exports, and to compete with cheap road transport.

Consignments of a non-perishable nature conveyed between stations on the Jaffa–Jerusalem section are now accepted under the arrangement that freight is paid at destination.

Cereals are stored on railway ground free of charge, for an unlimited period, and growers are thus enabled to bring their produce to stations in small quantities until they have complete loads for despatch.

Many damaged or obsolete coaches were reconstructed or converted to better purpose, and new wagons, received from England, erected.

Twenty-nine locomotives underwent repair or complete overhaul at Haifa and Kantara.

Engine failures were 50 per cent. less than in 1922 as a result of better maintenance and greater skill of engine crews.

An electric power plant from England, consisting of a 200 h.p. Diesel engine and 132 k.w. generator, was installed at Haifa in a specially built power-house.

All surplus material has now been handed back to the Disposals Commission, to a total value of £E.347,854.

20,279 tons of coal were discharged for the Railways at Haifa.

The prevention and detection of railway offences and their investigation and prosecution have been very satisfactory; thefts have been few.

Statistics :—

Palestine Railways.

1922.	Revenue	£E.429,086.	Expenditure ...	£E.314,424.
1923.	,,	337,292.	,, ...	446,054.

Sinai Military Railways.

1922.	Revenue	£E.163,500.	Expenditure ...	£E.151,103.
1923.	,,	110,971.	,, ...	93,917.

The value of Government traffic handled by the Palestine Railways is not included, nor, for 1923, the half profits of the operations of the Sinai Military Railway.

PALESTINE RAILWAYS.

		£E. m/m.
1.	Kilometres of Line open... 561	—
2.	Revenue earned (including Government Traffic)	379,640·
3.	Revenue Expenditure (including value of Government services rendered)	324,424·
4.	Capital Expenditure	1,184,221·
5.	Excess of Revenue over Expenditure ...	55,216·
6.	Revenue earned per open kilometre... ...	677·
7.	Revenue Expenditure per open kilometre ...	578·

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PALESTINE RAILWAYS—*cont.*

			£E. m/m.
8.	Profit per open kilometre		99·
9.	Train kilometrage	899,047	—
10.	Revenue earned per train kilometre ...		0·422
11.	Revenue Expenditure per train kilometre...		0·361
12.	Profit per train kilometre		0·061
13.	Tonnage hauled	305,243	—
	(against 337,896 in 1922.)		
14.	Passengers carried	931,381	—
	(against 606,625 in 1923.)		

SINAI MILITARY RAILWAYS.

			£E. m/m.
1.	Kilometres of Line open	200	—
2.	Revenue earned		110,971·
3.	Revenue Expenditure		93,917·
4.	Capital Expenditure		73,368·
5.	Excess of Revenue over Expenditure ...		17,054·
6.	Revenue earned per open kilometre		555·
7.	Revenue Expenditure per open kilometre....		470·
8.	Profit per open kilometre		85·
9.	Train kilometrage	268,600	—
10.	Revenue earned per train kilometre		·413
11.	Revenue Expenditure per train kilometre ...		·349
12.	Profit per train kilometre		·064
13.	Tonnage handled	150,405	—
14.	Passengers carried	67,606	—

XIV. LABOUR, IMMIGRATION AND TRAVEL.

Unemployment among Jews has been more extensive than previously; the numbers of unemployed rose month by month till by midsummer they were as much as fourfold those of the corresponding period of 1922. For the rest of the year, they remained relatively stationary with an average monthly figure of about 2,000. The Palestine Zionist Executive strove to provide relief works and devoted particular attention to agrarian settlement. Till June, unemployment among non-Jews was insignificant, but increased during the winter; reliable statistics are, however, not available.

Increased unemployment was due, in the main, to the curtailment of Government's programme of road making, cessation of extensive housebuilding, industrial inactivity and general economic depression.

There was a considerable movement of emigration, mainly towards America, especially of recent arrivals. 4,947 persons left the country permanently, the majority of the working class; 3,466 were Jews.

The need of additional labour immigrants has been slight. On the application of individual employers, 152 men and 69 women of various trades (in 1922, 540 men and 60 women) were

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authorized to enter to fill existing vacancies in various factories and businesses. Quarterly schedules of immigrant labour to meet anticipated requirement of the general labour market in the building trade, in agriculture, in domestic service, etc., provided for the admission of 993 skilled men and 35 women; in 1922 (six months only) the numbers were 1,515 men and 20 women. 2,118 men and 136 women entered in the category of labour immigrants; of these, many had been authorized in 1922.

An interdepartmental committee considered the assimilation of the rates of pay of technical subordinates and unclassified labour in the Public Works Department, Posts and Telegraphs, and the Palestine Railways; the committee examined 109 trades.

Regulations were issued for the admission, control and ultimate repatriation (under employer's guarantee) of foreign labour specially required in Palestine for limited periods; foreign labour of this class is admitted only when suitable local labour is not available.

Rates of wages have not fallen noticeably.

Several strikes of Jewish labour occurred, mostly relating to wages.

Statistics (*see* tables).—49,792 travellers and returning residents entered and 51,385 left.

218 prospective immigrants who did not comply with regulations were rejected at the ports or frontiers.

3,600 tourists visited Palestine in organized parties; in all, the number of tourists reached about 7,000.

Among the immigrants were a considerable number of Ukrainians, artizans and land workers of a sturdy type from Bulgaria, but immigrants who engage in agriculture are still few compared with those who become domiciled in the towns.

5,108 (5,611) provisional certificates of Palestinian nationality, 10,541 (10,172) emergency *laissez passers*, and 7,339 (10,832) British visas were issued; 208 British subjects and protected persons registered or renewed registration; 272 (220) British passports were issued and 217 (283) renewed; 120 changes of name were registered.

(The figures in brackets refer to 1922.)

Emigration.

A. Immigrants who entered the country since the occupation.

Jews.	Christians.	Moslems.	Total.
2,526	98	158	2,782

B. Natives of Palestine and pre-war residents.

	Jews.	Christians.	Moslems.	Total.
	940	615	610	2,165
Total	3,466	713	768	4,947

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Categories.	Jews.	Non-Jews.	Total.
B.—Persons of independent means who intend to take up permanent residence in Palestine.			
Men	396	22	418
Women	288	9	297
Children	283	5	288
C.—Members of professions who intend to follow their calling.			
Men	11	1	12
Women	5	—	5
Children	—	—	—
C2.—Wives, children and other persons accompanying immigrants classified under category " C."			
Men	—	—	—
Women	4	—	4
Children	4	—	4
D.—Wives, children and other persons wholly dependent on residents in Palestine.			
Men	397	6	403
Women	1,022	74	1,096
Children	629	103	732
E.—Persons who have a definite prospect of employment with specified employers or enterprizes.			
Men	1,926	192	2,118
Women	91	45	136
Children	—	—	—
E2.—Wives, children and other persons accompanying immigrants classified under category " E."			
Men	212	1	213
Women	1,034	14	1,048
Children	1,084	16	1,100
F.—Persons of religious occupations who have means of maintenance.			
Men	23	41	64
Women	11	19	30
Children	1	22	23
Total: Men	2,965	263	3,228
Women	2,455	161	2,616
Children	2,001	146	2,147
Total	7,421	570	7,991

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Countries of Origin of Immigrants.

	Jews.	Christians.	Moslems.
Poland	2,252	—	—
Russia	1,876	6	—
Ukraine	1,045	—	—
Roumania	326	—	—
Lithuania	303	—	—
Latvia	92	2	—
South-Eastern Europe ...	262	43	—
Germany	149	86	—
Central Europe	136	8	—
Western Europe	34	42	—
United Kingdom	37	9	—
Other parts of the British Empire	11	2	—
Turkey	79	95	6
Egypt	56	30	145
North Africa	45	1	—
Syria	12	48	14
Iraq	—	1	—
Western and Central Asia ...	547	18	3
Far East	19	—	—
United States of America ...	125	11	—
Latin America	15	—	—
Total	7,421	402	168

XV. ANTIQUITIES.

More than 2,600 historical sites have been provisionally registered by the Antiquities Department, and are being recorded photographically. A collection of stereoscopic views and of air photographs of archæological interest taken, during the war and subsequently, by the Royal Air Force has been begun.

An officer of the Department has extracted from the Arabic libraries of Cairo much information on early Arab work in Palestine, particularly in relation to the Gaza inscriptions. The recording of Arabic inscriptions throughout Palestine is now virtually complete.

The restoration of the early Arabic tower of Ramleh is in progress; mosaics discovered at Beersheba and Kafr Yasif have been protected; tombs have been cleared and protected at Jerusalem, Beit Jibrin, and elsewhere; and the débris within the Citadel of Jerusalem is being removed.

Illicit digging of antiquities has ceased, but the habit still persists of using ancient stones in modern buildings.

There is, however, a growing tendency among the fellahin to report accidental discoveries and to refrain from disturbing the antiquities disclosed.

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It is regrettable that time and weather are endangering many of the finest monuments, the Citadel and Walls of Jerusalem, the Crusading Castles of Athlit, Montfort, and Belvoir, and the picturesque Walls and Citadel of Tiberias. All these urgently need conserving.

Dr. Fisher (Pennsylvania University) has produced at Beisan evidence of a prolonged Egyptian occupation in monuments of the Pharaohs Seti I, Ramses II, and Ramses III.

Professor Macalister at Ophel (Palestine Exploration Fund) inclines to identify early walls found on the rock with the northern wall of the Jebusite town and that built across the breech after the capture of the town by King David.

The Jewish Palestine Exploration Society has opened a Jewish tomb to the west of Jerusalem, which contained several ossuaries, and cleared a Roman tomb near Ain Farâ.

At Harbaj, in the Plain of Akka, the British School of Archæology revealed signs of Iron and Bronze Age occupation. An interesting tomb-group, possibly pre-Bronze Age, was removed to the Government Museum.

Museums.—An outstanding acquisition was a white marble sarcophagus of the 2nd century A.D., from Tell Barak, near Caesarea; from Beisan came a life-size statue of Ramses III and a stela of Seti I; from Harbaj and Tantura instructive pottery series; and from the Kedron Valley 19 ossuaries inscribed with the names of five generations of a Jewish family of the priestly class, beginning in the second century before the destruction of the Temple and ending in Herodian times.

The numismatic section sustained a great loss by the death of the Curator, Mr. Samuel Raffaeli. The collection of ancient Palestine coins has been enriched by the addition of his own personal collection, which makes it second only to that of the British Museum.

Visitors to the Museum have been exceptionally numerous; on one day the attendance reached 1,896.

Some good specimens of Roman glass were added to the local museum in the Crusading fortress at Acre.

The Antiquities Department has lent an officer from time to time to the Trans-Jordan Government to inspect ancient sites.

XVI. TOWN PLANNING.

A Central Town Planning Commission was established by Ordinance in February 1921, to control and guide the lines of development and expansion of the old and the design of the new towns of Palestine. It is assisted by local Building and Town Planning Commissions constituted by Municipalities.

Jerusalem, Jaffa, Haifa, Nablus, Tiberias, Ramleh–Ludd, Beersheba and Gaza have been declared Town Planning Areas, within which no construction is possible without permit from a Building Commission, so that, although no town plan, partial or complete, has had yet to be adjudged, the recognized outlines of future urban extension have not generally been marred.

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The services of the Government Architect have now been placed at the disposal of the Central Commission as Town Planing Adviser.

XVII. PUBLIC CUSTODIAN.

The management of ex-enemy property was continued, at the desire of the German Communal Committees, in the same manner as in preceding years.

Many German houses in Jerusalem, Jaffa and Haifa, evacuated by Government and Army, were ceded to their previous owners; this has greatly relieved the housing difficulties of the German communities. The Public Custodian was instrumental in securing material aid for the farmers of Sarona and Wilhelma.

Negotiations with the Liquidation Commission of the Austro-Hungarian Bank, Vienna, whose notes to the approximate face value of three million gold kronen were held by residents of Palestine, ended successfully in the satisfaction of the claims of the holders.

The collection of debts owing to the Deutsche Palestina Bank was more successful than in 1922; but the reverse was the case with respect to the Ottoman Agricultural Bank; it has not been easy to induce debtors to acknowledge their indebtedness.

The personnel specially employed by the Liquidators of these banks has been retrenched and collection, etc., is effected by Government district staffs.

XVIII. PUBLICATIONS.

With those registered during the year, the Palestine Press comprizes some fifty newspapers and periodicals, printed in English, Arabic, Hebrew, French, German, Italian and Greek; there are papers published in Jerusalem, Jaffa, Haifa, Bethlehem, Tel Aviv, and Petah Tikvah.

A telegraphic agency has been established, which circulates in English a daily bulletin of telegrams.

The official wireless news from the Government transmitting station at Leafield is received regularly by the R.A.F. wireless section at Government House.

Official publications in 1923 by or concerning the Palestine Government were: Annual Statistical Return of Imports and Exports; Annual Report, 1922; Annual Report of the Department of Health, 1922; a Review of the Agricultural Situation in Palestine; the Report of the Census, 1922; a White Paper on the Elections for the Palestine Legislative Council, 1923, Cmd. 1889; Agreement between His Majesty's Government and the French Government respecting the Boundary Line between Syria and Palestine, Cmd. 1910; and a White Paper containing correspondence on the proposed formation of an Arab Agency, Cmd. 1989.

There is no Government Printing Press; and all Government printing is undertaken, on contract, by private presses of which there are many, some attaining a high standard of workmanship. All typesetting, except in one press which possesses intertype machines, is by hand.

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Issued by the Colonial Office.

REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

BRITISH MANDATED SPHERE OF THE CAMEROONS

FOR THE YEAR

1923.

(For the Report for 1922 see Stationery Office Publication, August, 1923)

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REPORT ON THAT PORTION OF THE MANDATED TERRITORY OF THE CAMEROONS INCLUDED IN THE ADMINISTRATION OF THE NORTHERN PROVINCES OF NIGERIA.

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REPORT ON THAT PORTION OF THE MANDATED TERRITORY OF THE CAMEROONS INCLUDED IN THE ADMINISTRATION OF THE NORTHERN PROVINCES OF NIGERIA.

1. This report deals first in general terms with the several headings of the Questionnaire for " B " Mandates dated 12th October, 1921, including as far as possible where necessary the particular information which the League of Nations desired to obtain on certain specific subjects, and thereafter treats in detail of the progress made in the past year in these territories.

2. As in the case of the report for 1922, the main body of the report has been divided into three sections :—

A.—The Emirate of Dikwa administered as part of the Nigerian Province of Bornu.

B.—That part of the Cameroons which lies north of the Benue River and south of Dikwa ; and

C.—That part of the Cameroons which lies south of the Benue River, and, like " B," is administered as part of the Nigerian Province of Yola.

The laws of Nigeria were applied to these districts to the extent set out in Nigerian Ordinance No. 3 of 1924, with effect from 28th February, 1924. From 20th February the districts became an integral part of the Northern Provinces of Nigeria under the Cameroons Order of His Majesty in Council dated 26th June, 1923.

THE QUESTIONNAIRE.

3. (i) *Slavery.*—Paragraphs 44–46 of section " A," paragraph 73 of section " B," and paragraph 100 of section " C," deals with the progress made in those territories in the suppression of the slave trade.

Section 369 of the Criminal Code of Nigeria, which was made applicable to the Cameroons territory by Proclamation No. 23 of 20th September, 1919, makes illegal all transactions in slaves.

The Slavery Abolition Ordinance of Nigeria, which was made applicable to the mandated territory in the Cameroons from 28th February, 1924, abolished the legal status of slavery and declared that all persons heretofore or hereafter born in or brought within the portions of the British Cameroons included in the Northern Provinces of Nigeria shall be free persons. All persons in the mandated territory having been declared free, there is no question of jurisdiction of Moslem courts in slavery cases. This law has now taken the place of the old German

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law, which enacted that all children of slaves born after a certain date were freedmen and the children of freedmen were freeborn. There seems to be no doubt that a very active slave trade existed in the Cameroons previous to the British administration, and it must of necessity take time fully to eradicate it. Every possible effort is being made to stop the traffic. In the Dikwa Emirate during the period under review, 32 persons were emancipated, 2 by self-redemption and 30 by order of the native courts. In the remaining two sections of the territory 16 persons received their freedom either through the courts or by self-redemption.

4. (ii) *Labour.*—In the report for 1922 were detailed the conditions under which labour for public works would be requisitioned in the mandated territory. The only call for labour has been for road construction. In every case the people were paid individually for their work. There is no form of forced labour in lieu of taxation, and there has been no recruiting of labour other than that for public purposes. Recruiting of labour in mandated territories for works outside those territories is not permitted. No legislation has been enacted which would confer disciplinary rights on an employer over an employee. Chapter 70 of the Ordinances of Nigeria has, from 28th February, 1924, been made operative in the mandated territories. Under the provisions of that ordinance a master can take proceedings for non-compliance with the terms of a contract, but apart from any judgment which may be entered by the Court no disciplinary measures can be taken against the persons employed. It will be observed that the provisions of this ordinance afford full protection to the servant.

5. (iii) *Arms.*—The importation of arms and ammunition is most rigidly controlled. No person, except with the permission of the Government first obtained, may import arms or ammunition under a penalty of £100 and confiscation of the articles imported. The very restrictive provisions of the Arms Ordinance—chapter 132 of the Laws of Nigeria—are, at the time of writing this report, in force in the mandated territory, having been applied thereto on 28th February, 1924.

6. (iv) *Liquor.*—The prohibition of trade and injurious spirits is effected by Proclamation No. 27 of 1920. In the Northern Cameroons the consumption by natives of European spirits of any kind is practically unknown, and in the Muhammadan districts would be punished as an offence by the native courts. Except for the small quantity for consumption by Europeans, no liquor has been imported into the territory. On 28th February, 1924, the restrictive Liquor Ordinances of Nigeria, with all the regulations and orders made thereunder, were applied to the mandated territory. The portions of the Cameroons administered with the Northern Provinces are within the prohibition zone.

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Proclamation No. 42 of 16th February, 1923, applied to the Cameroons territory Part II of the Drugs and Poisons Ordinance of Nigeria (now cap. 50). This prohibited the importation, storage and possession of opium and other similar drugs. On 28th February, 1924, the remainder of the ordinance regulating the sale of drugs and poisons generally has been applied to the territory under reference.

7. (v) *Liberty of Conscience.*—There is absolute liberty of conscience with regard to all religious denominations, whether Christian, Muhammadan or Pagan, provided, of course, that no religious or fetish rites are practised which are repugnant to humanity.

The Criminal Code provides for the free exercise of religious worship and provides penalties :—

(*a*) For any one offering violence to officiating ministers of religion ;

(*b*) Disturbing religious worship or offering insult to any religion.

8. (vi.) *Military Clauses.*—No military bases have been established or maintained in the mandated territory. On one occasion a political officer in the Dikwa Emirate, who was visiting certain hill tribes hitherto unvisited, was given an escort of one officer and thirty rank and file of the Nigeria Regiment, but no military detachments are maintained in the area nor in that portion of the mandated territory administered from Yola. In the latter territory a force of forty-eight armed police is maintained. The cost of their maintenance is borne on the Nigerian budget. The primary object of the police force is the preservation of order and the protection of political officers. It is not inherently a defence force.

9. (vii.) *Economic Equality.*—No concessions of land or mining rights have been made in the mandated territories dealt with in this report, and the taxation system is that adopted for the Northern Provinces of Nigeria, i.e., a direct tax on income after careful assessment by political officers. An exception is made in the less developed tribes and communities who are either not taxed at all or assessed in a purely nominal amount.

10. (viii.) *Education.*—Detailed accounts of the educational activities in the mandated territories are given in paragraphs 53–56 of " A " and paragraph 82 of " B." The progress reported last year has been maintained. The language of instruction in the schools for the scholars in the Dikwa area is either Arabic or Kanuri, and in the Yola sphere it is Filani or Hausa. There are no mission schools in the mandated territory.

11. (ix.) *Public Health.*—The report on public health will be found in paragraphs 65 and 66 of the report on the Cameroons Province and in Annexure II.

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12. (x.) *Land Tenure.*—In that portion of the mandated territory which forms part of the administration of Yola Province the proprietary rights over land are vested in the community and exercisable by its head. In Dikwa, where the large immigration of Arabs has had considerable influence on native law and custom, the position is somewhat different. The position in that Emirate was fully discussed in the reports for 1921 and 1922. As stated in the report for the latter year, the Muslims admit the theory that the proprietary rights over land are vested in the ruler of the State—the Sheikh. The statement of the case in these reports gave rise to a question how it was possible to apply the Land and Native Rights Ordinance to the Emirate and at the same time maintain the system of an individualistic system of land tenure whereby, to quote the 1922 report, " a farmer with full rights to his land might sell or grant away his rights." It is necessary here to explain that the full rights mentioned in the quotation above are not so wide as the full " proprietary rights " which the Muslims admit are vested in the ruler. Nevertheless, the claims of Arabs have been in many cases pushed beyond the limits recognised by native law and custom. It is provided in section 5 of the Land and Native Rights Ordinance (cap. 85 of the Nigerian Laws) that the Governor shall have regard to native laws and customs in the exercise of the powers conferred on him under the ordinance, and it is considered that the application of the ordinance to the territory in question is not inconsistent with the preservation of such rights as have already come into being. The point raised will receive the special attention of the Government of Nigeria, and further and more detailed information regarding it will be given in the report for 1924.

13. (xi.) *Moral, Social and Material Welfare.*—The important question of policy was that of our attitude towards the native rulers whom we found in the country after our occupation, some ruling over Muhammadan or semi-Muhammadan communities that were, comparatively speaking, advanced and organised, others ruling over pagan communities of ranging degrees of advancement. The general policy adopted since the British occupation has been to support native rule and rulers ; their council and courts, customs and traditions where not repugnant to humanity. The policy of indirect rule has been put into practical effect by the institution of native courts and the establishment of native treasuries.

Considerable care has been exercised in the organisation of native courts based on the lines laid down in the Native Courts Ordinance of Nigeria (chapter 5). There are eight of these courts in the Dikwa Emirate and nine in the Yola sphere. The orders of these native courts are enforced by police employed and controlled by the native administrations. These native courts not only deal efficiently with crimes, but adjudicate in a large number of civil cases.

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As stated in the 1922 report, there has been introduced into the mandated territory the system of native treasuries—a system which has proved of so great value in the advancement of native administration in Nigeria.

14. (xii.) *Public Finances.*—The small revenue derived from the mandated territories is collected by means of a direct tax on the incomes of individuals after careful assessment, a system which has been followed with unqualified success in the Northern Provinces of Nigeria. A fixed portion of the revenue is retained by the native chief and paid by him into the treasury of the native administration and the remainder is paid to general revenue. The proportion retained by a particular native administration is fixed with regard to the needs of that administration. In the Yola sphere the native administration share is fixed at 50 per cent. of the total revenue derived from taxation, while in Dikwa the native administration receives 75 per cent. of the taxes, because in the circumstances of that Emirate it is thought that any less share would be insufficient to enable it adequately to provide for the administration.

The details of the financial administration are more particularly dealt with under heads "A," "B" and "C" of this report.

15. (xiii.) *Ethnographic Statistics.*—There are no reliable and complete statistics, but such figures of population as it has been possible to obtain are included in the sections dealing with the three portions of territory.

16. (xiv.) *International Boundaries.*—The question of the international boundaries between the French and British mandated territories received considerable attention in the report for 1922, and particular attention was drawn to the injustice done to certain native communities by the division of their territories and their consequent alienation from their kinsmen and hereditary rulers. In that report it was stated (*vide* paragraph 18) :—

> "If the hereditary rulers and people of Bornu legitimately regret the loss of their former territory, the same feelings are no doubt entertained by the inhabitants of Mandara, who have suffered a similar loss by the transfer of a portion of their country to the British sphere."

17. Information acquired since that report was written tends to show that any such feeling that was entertained by the inhabitants of that portion of Mandara which by the Milner-Simon Agreement was assigned to the British sphere has to a large extent disappeared. In the first place it would be extremely difficult to say what are the true boundaries of the region which is known as Mandara, for the term is an extremely vague one. Mandara is often called Dalla, and the terms are synonymous.

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It means the rocky region inhabited by Gamerghu east of Maiduguri. Its basic population is the same as the population (Gamerghu) which extends through the southerly part of Dikwa, Kondugu and Uje districts in Bornu up to within a few miles of Maiduguri. Thus, apart from certain hill pagan tribes who are quite innocent of political affections, save that they do not like the Wandala of Mora, the population of Mandara generally is the same, or much the same, as that of large portions of the Kondugu and Gulumbra districts of Bornu. At the time of Rabeh's coming, Mandara was all tributary to Shehu Hashim, and the people of Mandara, unlike some other vassals, did not go over to Rabeh till Kukawa was taken and Hashim killed, and then only because he was captured by Ba Bik and taken prisoner to Dikwa. The position of the matter to-day has been summed up in the following comment by the Resident of the Bornu Province :—

> " The Mandara of to-day is entirely lacking in cohesion or spirit of loyalty to the Wandala rulers at Mora. So much is that the case that across the boundary the pagans in some cases will welcome the Shehu of Dikwa's messengers where they will not allow those of the Mandarawa to pass, and those parts of Mandara which are now in Dikwa have become incorporated into Dikwa Emirate in a way which shows that throughout these regions there is far more real loyalty to the Shehus—the quondam overlords—than there is to the mesne overlords, the Wandalas. The results achieved among pagans on both sides of the Dalla Diba range are most remarkable, and there is no question where the sympathies of the large town of Keraua lie.
>
> " During a recent visit to the regions formerly Mandara, which are now in Dikwa Emirate, I felt convinced that whatever might have been done a year or two ago, it is now too late to alter the boundary except in our favour without causing the greatest discontent, confusion and hardship."

Attention is also invited to paragraph 32 of section " A " of this report, in which it is stated that the tribes in this area have in so many ways given proof of their delight at the change of regime from Mandara to Bornu that there can be scarcely any doubt as to its genuineness. It will be observed that the result of further enquiry and study of the conditions since the report for 1922 was made has forced the conclusion that the expression of opinion with regard to Mandara quoted above was founded on insufficient knowledge of the circumstances, and that it would be little short of disastrous to the people themselves were that portion of Mandara now in the British sphere transferred to the French sphere, and thus brought under the control of the Wadal of Mora.

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A.—THE EMIRATE OF DIKWA ADMINISTERED AS PART OF THE NIGERIAN PROVINCE OF BORNU.

18. *General and Administrative.*—In the previous reports a full account of the principles of the administration of Dikwa division has been given. It is hoped in this report to show the measure of success which has attended the observance of those principles during the past year. One of the chief difficulties has been to obtain the loyalty to the Sheikh of those Arabs who live in the east of the division, in parts which have been first in German territory, then afterwards in French territory (before the boundary was finally fixed), and finally in Dikwa division. Much has, however, been done to foster this feeling, and when many of the eastern Arabs came to Dikwa for the " Id Maulud " they expressed their determination, both to the Sheikh and the district officer, to come the following year in double or treble the numbers, saying that they now realised that the Sheikh was their head and Dikwa the centre of their government.

19. Immigration, too, has been a very marked feature during the year. Some of the immigrants are people who left Bornu for Mandara during the famine of 1913 and are now returning to their old homes. Others are new-comers, some of them from considerable distances, attracted by what they have heard. Several new villages have been formed, and in the south-eastern corner of the division it is becoming a matter of some difficulty to provide all the people with farms.

20. *Central Administration.*—The objects arrived at since the inauguration of the Dikwa division have been kept constantly in view during the year. These objects are, briefly, to encourage frank discussion between the Sheikh (both privately and in council) and the officer in charge of the division, to encourage sympathetic relations with the central administration, and to improve its routine.

21. During the past year these points have especially been brought to the fore in the work of assessment and taxation. The Sheikh and council soon made themselves familiar with the details of procedure, and have shown the greatest keenness, initiative, and thoroughness in their work. An instance will illustrate this. One of the district headmen, after having taken about seven weeks to count the cattle in his small district, produced figures which were obviously unreliable. The return was sent to the Sheikh, who on his own initiative, when he saw how badly the figures compared with those for previous years, called in the district and village headmen and sent a member of his council into the district to make a new count.

22. The work of the central administration sustained a heavy loss in the death of the Waziri Abba Haji Bashir, who died on 22nd October, 1923. He was a man who by his previous training

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was well fitted to carry out the duties of Wazir, his wide experience and knowledge of affairs having been gained during his varied career as Wazir to the late Sheikh of Dikwa, Sheikh's messenger to a German officer, and later member of the Bornu political staff. Fearless in debate, he raised the standard of discussion in the Sheikh's council to a very high level. His presence will be greatly missed.

23. The Sheikh, accompanied by members of his Judicial Council, has been on tour five times during the course of the present year, and was away from Dikwa eighty-six days in all. This praiseworthy habit of constant touring has a most excellent two-fold effect; firstly, in that the Sheikh is able to obtain first-hand knowledge of his country, and secondly in that the peasantry flock into the town in which he is staying and are able to give vent to any grievances they may have and obtain redress from their highest native authority. The Sheikh himself has realised the advantages of touring, and when all the district headmen were gathered in Dikwa for the " Id Maulud " he gave them orders constantly to tour their districts.

24. *District Administration.*—Considerable time has been devoted to district and village administration. The chief change effected during the year has been the splitting up of the Emirate's largest district into two. This permitted the headman of the new district to make his headquarters on the main road to the south, a road formerly infested with thieves and slave-dealers. The change had an excellent effect in the prevention of these forms of crime.

25. There are signs that the Arabs in the eastern districts are becoming completely reconciled to the ordered government of the Emirate. Great improvement is reported in the stability of their villages, and there is an almost complete absence of crime amongst them.

26. The administration of the districts on the Mandara border is complicated by the large amount of stealing which takes place. There has, however, lately been a great improvement in this respect, and the people in these boundary districts are far less troubled than they were before. This is in part due to the increased vigilance of our headmen and in part to the action of the French authorities in Mandara, many notorious thieves having been captured on both sides of the boundary. There has been a consequent improvement in the internal affairs of the districts along the border, and acts of lawlessness and the defiance of the administration, once so common, have altogether ceased to occur.

27. *Village Administration.*—A work of importance in connection with village administration has been the mapping and settling of village boundaries in one of the districts. The villages have been made territorial, the headmen being carefully selected

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with regard to their historical and sentimental claims to office and their popularity with the peasantry. It is hoped that opportunity will arise for more districts to be treated in the same way in the coming year.

28. *Pagan Districts.*—The chief event in the southern districts during the year has been the visit of a political officer, with an escort furnished by the Nigeria Regiment. The object of the party was to get into touch with the inhabitants of the hitherto unvisited settlements in the hills, and as these people were reported to be prepared to resist by force any attempts to visit them, the political officer was accompanied by an escort of thirty rank and file under an officer. During their two months in the district not one single occasion arose in which it was necessary for the escort to take an active part in the proceedings, although several settlements were visited which had previously resisted by force the attempts of the Germans to coerce them. Indeed, after the first visits to the hill settlements with the escort, the escort was left behind, the two officers making their visits unaccompanied.

29. The hill district has been divided into two and put under the charge of the district heads of Gwoza and Ashigashiya, who have been instructed that, as far as the hillmen are at present concerned, their work is simply to keep in touch with these people to whom they have so recently been introduced. They have so far succeeded in this that the hillmen now are beginning to appeal to them to settle their petty inter-tribal and personal quarrels.

30. The hillmen in general are much more peacefully inclined than they were at first, but, though most of the settlements now live at peace with one another, and have ceased to raid for stock as they used to do, there are still a few who are evidently less willing than the others to abandon their old habits. There have been some five or six minor raids, but they were not in any sense acts of defiance of the administration, for the political officer and the two district heads have been able to visit the villages concerned and in every case effect a settlement.

31. There has been a considerable immigration into the plains at the foot of the hills, many of the immigrants being old inhabitants of Bornu who left during the famine of 1913. On the Gwoza side there has been a large increase in the number of men who have come down on the plain to farm. Their farms on the hills are so worn out that they are only able to produce a corn crop once in two years. Beans and corn are grown alternatively. Successful markets, well attended by the pagans from the hills, have been established both in Gwoza and Ashigashiya. A few years ago it would have been impossible to attract the hill pagans to these markets so great was the mutual distrust among the various settlements.

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32. The interest taken by the Sheikh in these people is very great, and it was a source of considerable gratification both to himself and the council that they were able in April to pay them a visit in their hill-towns unaccompanied by a European. It was said to have been the first time such a visit was possible. The tribes have in so many ways given proof of their delight at the change of regime from Mandara to Bornu that there can scarcely be any doubt as to its genuineness. The confidence they have in the administration is clearly shown by the way in which they willingly come forward to do road work.

33. *Taxation.*—The system of taxation, which is detailed in the following paragraphs, has been adopted with the aims of, firstly, making the responsibilities of the village and district headmen no greater than they could be expected efficiently to discharge; secondly, of centralising the work, and thereby both increasing the Sheikh's and Judicial Council's interest in it, and raising the standing of the village headmen; and lastly, of separating entirely the registration of, and accounting for, the taxes. Their few additional responsibilities, and the fact that they are continually in contact with the Sheikh and council during the progress of their work, will, it is hoped, give the village headmen a feeling of security of tenure of their offices which they did not enjoy under the fief-holders, and also enable the Sheikh to see at first hand which of the headmen are likely to be able efficiently to carry out the work on the new lines.

34. The village register, after having been made up in the village by the district and village headmen and an assessing scribe, is brought to the Sheikh. After discussion between the Sheikh and council and the district officer, the former announce to the village headmen the amount which has been fixed for the coming year. The headmen are each given a slip stamped with the Sheikh's seal and with the amount of the "Binimram" (general tax) written on it. At the same time the amount of the village jangali (cattle tax) is entered on it in red ink. The incidence of the general tax varies in accordance with the wealth of each community. The tax is paid by all adult males; the incidence for each adult male is as high as 8*s.* 3*d.* in the neighbourhood of Dikwa and as low as 2*s.* 11*d.* in the outlying hill districts. For the whole of the Emirate the incidence on the adult male comes to 4*s.* 10*d.* and to 1*s.* 3*d.* on each head of the total population. The cattle tax is paid separately and is fixed at 1*s.* 6*d.* on each head of cattle.

35. After having been informed of the amount of his general tax, the village headman returns to his village and with his hamlet heads and elders apportions the general tax among the inhabitants. He takes with him the register for reference, and when his apportionment is completed, his list is sent in together with his register to Dikwa, from which place he subsequently receives authority to collect the taxes.

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36. It will thus be seen that the cardinal points of the system of taxation are :—

(1) The individual receipt system.

(2) The revision of each village tax each year by the Sheikh and the district officer.

The method thus adopted preserves the principle of the old system of taxation and provides the necessary safeguards against former irregular levies. The calling of the village and hamlet heads and their people to hear the assessment is intended to maintain the interest of the people in public services. The method of apportionment of the tax by a village headman and his elders helps to develop the communal life of the village, and has proved to be of great value in that it has reduced very considerably the number of the complaints regarding taxes. In the few cases where these have occurred, it has generally been found that the headmen had high-handedly apportioned the tax with little or no reference to the elders in the village, and the complaints were disposed of on the Sheikh ordering a re-apportionment over which the elders' advice was obtained.

36a. *Revenue and Expenditure.*—The total revenue derived from taxation in the Dikwa Emirate during the financial year ended on 31st March, 1923, was £13,316, made up of general tax £8,716, and jangali, or cattle tax, £4,600. As explained elsewhere, the circumstances of this Emirate are such that only to allow, as in other parts of the Northern Provinces of Nigeria, 50 per cent. of their revenue to be paid to the native administration would be to provide insufficient funds for the proper administration expenses of the Sheikh. Consequently, 75 per cent. of the total tax, or £9,987, was paid into the native treasury, and 25 per cent. (£3,329) was paid to general revenue.

Including court fines and fees, the total revenue of the native treasury was £10,423. The total expenditure during the same period was £10,123.

This expenditure can be classified under the following heads :—

	£
Sheikh and his council, salaries	3,480
Salaries of district and village heads ..	3,245
Salaries, judicial	602
Salaries and upkeep of native administration, police and prisons	811
Public works, recurrent	686
Public works, new	984
Treasurer	96
Education, maintenance of scholars ..	136
Miscellaneous	80

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All the above expenditure was actually disbursed by the native administration, and the accounting therefore was carefully scrutinised by the political officer in charge. Of the revenue of Dikwa Emirate, the sum of £3,329 was paid into general revenue. The expenses of the Nigerian Government on the administration of Dikwa are not easy accurately to assess, and it is proposed to state only those sums which are expended on officials engaged directly in the Emirate. It must, of course, be remembered that were it not for the fact that Dikwa forms a division of the important Province of Bornu it would not be possible to place its affairs in the hands of political officers as junior as those attached to that Emirate.

	£
1 District Officer—salary	800
,, ,, allowance	72
1 Assistant District Officer—salary ..	600
	1,472
Charge on revenue on account of pensions	294
	1,766
Horse allowances	150
Travelling allowances	200
Transport allowances	150
Cost of carriers	149
Passages United Kingdom	114
Cost of transport from coast to Dikwa, approximately	250
Native clerical staff	400
	£3,179

No part of the expenses of the supervising authority, the Resident of the Province, e.g., his transport expenses in the Cameroons, is included in this total. The transport and travelling allowances of this officer while in the Dikwa Emirate amounted to £23.

36b. In addition to this the Government of Nigeria was put to the cost of sending to, and maintaining in, Dikwa for two months, during the period under report, one officer and thirty rank and file of the Nigeria Regiment, and bearing the cost of officers posted in relief of the two political officers mentioned.

The above statement in detail clearly shows that the Government of Nigeria obtained no pecuniary advantage from the administration of the Dikwa Emirate. It may be said that the whole staff of the native administration is drawn from the inhabitants of the Emirate, and the only "foreign staff" employed in its administration consists of the British political officers and their African clerks of whom there are usually two.

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37. *Vital Statistics.*—The census returns for the year show the following figures :—

Adult males	35,970
Adult females	49,787
Boys	21,029
Girls	25,720

giving a total population of 132,506. The number of hill pagans in the pagan districts is estimated to be about 50,000. The following table shows the approximate distribution in tribes :—

Kanuri	69,000
Arab	45,000
Mandara	7,000
Fellata	1,500
Gamergu	7,000
Margi	3,000
*Hill tribes	50,000

This gives a Muslim population of 122,500 and a non-Muslim population of 60,000 approximately.

38. The census returns are compiled together with, and indeed form part of, the assessment returns. The details are filled in by the assessing mallams at the time that they fill in the particulars required for the assessment of the tax as described above. These registers are ultimately sent to the central clerical staff, who produce the figures for the whole Emirate. In the case of hill districts, as these are not yet under full control, such a procedure is not possible, and the figures are an estimation only.

39. *Judicial.*—The judicial system, as described in the previous reports, remains unchanged and works satisfactorily. The chief effort during the year, as far as the Sheikh's judicial council is concerned, has been to induce them to pay more attention to strict forms of procedure. There has been no question of any unfairness in the sentences given, but an inattention to strict legal method has often been evident. These questions of procedure have all been discussed in council and any defects remedied.

40. The work of the native courts in the outlying parts of the division has, with one exception, been very satisfactory. In the case of the exception, it was evident from the minutes of his cases in the court minute book, that the Kadi was not too careful either in his method or in the extent of his sentences. He was called in to Dikwa, and spent some time attending the sittings of the Central Court, since which time his work has much improved and is now satisfactory.

* Estimated.

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41. The Sheikh and council disposed of a number of cases while they were on tour, amongst which were several petty cases which could easily have been dealt with in the Kadi's courts. It is evident that litigants, knowing that the Sheikh tours extensively, prefer to hold up their complaints for the Sheikh's visit to their districts rather than take them at once to the Kadi. The council pass such cases on to the native court and make it generally known that the court was the proper one to decide petty complaints.

42. There are signs that the courts are gradually winning the confidence of the peasantry, and, though the cause lists are not long, there is considerable increase in the number of appeals against the judgments given in cases heard in Kadi's courts.

43. A total of 1,301 cases were heard in the Emirate courts in the course of the year; 163 of the criminal cases and 1,138 civil cases. The returns for the Judicial Council and the chief Kadi's court in Dikwa are :—

	Criminal Cases.	*Civil Cases.*	*Total Cases.*
Judicial Council ..	73	136	209
Kadi, Dikwa ..	24	441	465

44. *Slavery.*—The arrangements for the suppression of the slave-trade, as described in last year's report, are still in force, and the decrease in the number of cases of slave-dealing during the year is an encouraging indication of the improvement that has been effected in regard to this question since the opening of the division. It is evident also that the peasantry, as well as the chiefs, take a very different view of the slavery question from that which they did before the British occupation, and have co-operated with the administration to put down the traffic in slaves. There have been no cases reported for some time from the south-western corner of the Emirate, and the patrol along the roads by the hills appears to have effectually put an end to slave-dealing in this district. The majority of cases have come from the south-east, and in nearly every case Arabs from east of the Shari were said to be the offenders. It has rarely been possible to arrest the traders, since they abandon their purchases and take flight on the slightest suspicion that they have attracted attention.

45. The number of emancipations during the year was 32, composed as follows :—

Adult males	2
Adult females	15
Male children under 14	4
Female children under 15	11

Two were freed by self-redemption and thirty by order of the native court.

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46. After their redemption they were disposed of as follows :—

Fifteen children and nine destitute adults were placed under the care of responsible persons by the direction of the Judicial Council and concurrence of the district officer. Six were repatriated to French territory ; two were left free to follow their own inclinations.

47. *Police and Prisons.*—The prisoners have been employed chiefly on sanitary work in the town, brick-making and building repairs. Their average daily number for the year is ninety-seven, which decreased at the end of the year to eighty-one. Their health has been remarkably good, very few cases of sickness having occurred. A hospital capable of holding six patients has been built and patients are supplied with medicine obtained by the Waziri in consultation with the chief warder. The prisoners are well clothed in short tunics and trousers made by themselves from cloth purchased by the native administration. The prison is visited daily by the Waziri, and weekly visits are paid by the district officer while he is in the station, all complaints being at once investigated. The general discipline has been very good.

48. *Public Works.*—A new departure has been made during the year in the appointment of a native supervisor of roads. It is his duty to travel along all the roads in the division and to call the attention of the various district heads to any necessary repairs or improvements and to keep the Sheikh informed as to the state of the roads. He has under him six chief road-makers, each with his own stretch of road and responsible for the execution of repairs. The supervisor of roads also has under his care the other public works going on outside the town of Dikwa. This system has given very satisfactory results.

49. All the roads in the division have been put into a good state of repair. This has necessitated the re-making of embankments and bridges, and new bridges have been built where the experience of the rains has shown them to be necessary. One new road, about forty miles long, has been constructed in order to bring Dikwa into closer touch with the hill pagans.

50. Several new buildings have been erected during the course of the year. Chief amongst these are a gateway to the Sheikh's house and an audience hall in one of the inner courtyards, a new gateway to the town and the rural school, which is nearing completion. This latter is a large building consisting of two classrooms and an entrance hall. In a neighbouring compound huts to accommodate twenty boys and two teachers have been built.

51. The great majority of the houses in Dikwa town are built of mud and bricks. The mud has, unfortunately, in time past, been obtained from inside the town, with the result that huge holes and pits are to be found in all quarters. These, in the rainy season, become full of water, and are on account of the

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mosquitoes bred there undoubtedly a contributory cause to the sickness that prevails here at that time. The Sheikh has issued orders that, in future, earth required for building purposes must be obtained from outside the town, and the holes already made are gradually being filled in. A sum of £200 has been included in the native administration estimates for 1924–25 to provide the means for making improvements of this nature in the town.

52. The native administration carpenters, sawyers and blacksmiths have been continually busy during the year. Some very good timber is being felled and cut into planks, and is being used by the carpenters who have been making doors for the native administration offices, office furniture and desks for the rural school. The blacksmiths have been making hinges and hasps and general ironwork from iron obtained from the pagan districts. All these departments are doing satisfactory work.

53. *Education.*—Permission has been given for the foundation of a rural school in Dikwa to be affiliated to the provincial school at Maiduguri. The school will be Muslim and elementary in character, with the main object at present of teaching boys habits of self-control, discipline and industry, together with the rudiments of reading, writing and arithmetic. With regard to fees, the procedure customary in Koranic schools will be adopted, that is, each parent will pay according to his means, the sons of the poorer people being assisted by the native administration. A start will be made with from twenty to twenty-five boys. It is intended that the school should be an integral part of the native administration and that, within limits, its management should be in the hands of the Sheikh and his council.

54. The success of such a school depends almost entirely on the measure of support it receives from the local authorities and the men of standing in the neighbourhood, and it is gratifying to be able to report that the Sheikh and council have expressed the greatest enthusiasm for the scheme and have promised to give it their warm support. When the matter was first considered by the Sheikh and council they expressed the hope that it would be possible to organise the school in such a way that some of the younger officials and employees of the native administration would be able to make use of it to learn writing and arithmetic. This will probably be provided for in the form of evening classes.

55. In one important respect among others the school will be a most valuable asset to the Emirate. It will, it is hoped, be possible in time to obtain boys from all the important Arab headmen for the school. It is hoped that the sending of these boys to the school at Dikwa will have a beneficial effect on the relations between the central administration and the Arabs.

56. Twelve boys from the Emirate, including the two sons of the Sheikh, attend the provincial school at Maiduguri. Half-yearly

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reports are rendered on their progress, and these are discussed by the council before the parents of the boys are informed of their contents. This in itself does much to keep the Sheikh and council interested in educational matters. There are five boys in training at the school of arts and crafts, two as blacksmiths and three as carpenters. One boy has returned to Dikwa to take up the post of motor-driver to the native administration. He has shown himself to be a useful mechanician and a good driver.

57. *Trade and Economics.*—That trade, except for the purely local trade at the markets throughout the Emirate and a small export of corn to Maiduguri and to Fort Lamy, is still in a bad state was one of the factors taken into account in deciding against raising the general tax even in villages where the incidence is below the average. The trade in live stock does not yet show much sign of revival.

58. The rains everywhere in the Emirate have been good, and excellent crops of millet and guinea corn have been reported from all parts of the district.

59. The following figures show the amount of cattle and stock in the division :—

Cattle	43,959
Goats	62,379
Sheep	26,650
Stallions	1,970
Mares	3,719
Donkeys	8,834

B.—REPORT ON THAT PART OF THE CAMEROONS WHICH LIES NORTH OF THE BENUE RIVER AND SOUTH OF DIKWA.

60. This section of the mandated territory is administered as a division of the Yola Emirate. The headquarters of the division are at Mubi and it consists of the following districts :—

	Square miles.	*Population.*
Madagali	400	8,907
Mubi	350	19,527
Meiha	140	5,664
Mitsiga	80	4,065
Moda	100	4,275
Vokuna	90	2,655
Kwagol	250	3,881
Soran	90	2,218
Belel	120	4,867
Wafango	100	1,863
Uba Mayo Bani	280	9,524
	2,000	67,446

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61. The policy of indirect rule is being steadily adhered to, but among some of the more backward pagan groups, who were never brought under complete control by the Fulani, the administration for the moment must of necessity be more or less direct.

62. The general organisation of the administration has made considerable progress during the past year, and every effort has been made to utilise the abilities of the chiefs, while putting an end to tyranny, oppression and slave raiding, which before the British occupation was a feature of their rule. Further, the chiefs now fully realise that their former malpractices must cease.

63. During the year under review the division has been regularly and systematically toured by the administrative officers. It has been necessary for them to feel their way cautiously among some of the pagans, the object being to effect a peaceful penetration and gradually acquire a knowledge of them. Every village that has been brought under administration in the division has been visited during the year by an administrative officer, and the result of their personal visits has been most valuable, having brought them into the closest touch with the people, and they (the people) show signs of wishing to be on friendly terms with the European, and are feeling a sense of security which is leading to their spreading out in all directions.

64. The decision that the Emir of Yola was to be allowed to assist in the administration of this Yola portion of the mandated territory was received with satisfaction by the chiefs.

65. That there has been a great improvement in the last year in the general administration, in the attitude of the chiefs to government, and especially in the attitude of the peasantry (talakawa), and the sense of security and freedom felt by them cannot be questioned.

66. *District Heads.*—The authority of the district heads is generally speaking effective among both the Fulani and the pagans under their control. From a general impression gained, the district heads of Madagali, Mubi, Kwagol and Uba would appear to have the most control over their people, and of these Madagali and Uba over the pagans under their jurisdiction.

67. It is only fair to add, however, that the deepest zone of hill country is to be found in Mubi district, which is consequently the most difficult to administer, especially as it does not appear to have been penetrated by the patrol mentioned in paragraph 67 of the 1922 report. At present one might say only the more easily accessible portion of it has been administered, and though the bulk of the population is to be found in this area, yet even this cannot be said to be properly under control, while there are four groups—Tile, Dide, Tsaja and Baghira in Uba district—still untouched. It is noticeable that while so many of the pagans in the division are suspicious and shy, they will readily visit the main markets, even going long distances.

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68. It would be too optimistic a view to take that all the district heads in the divisions have entirely given up their malpractices, but they have nothing like the scope they had before the British occupation, and they know that the chances of discovery with the attendant results are great at the present moment.

69. *Village Heads.*—With some few exceptions the authority of the village heads is not strong and their sense of responsibility is still in its infancy, and care has to be taken to try and enforce on them their responsibility to their district heads. The district heads hand on their orders through their village heads, and collection of jangali and general tax is carried out in this manner. There is, however, a tendency for district heads to become jealous in cases where a village head shows signs of really asserting his authority; and this is a matter to which careful attention is being given.

70. Very few of the pagan village or group heads have executive power outside their own village, though in time this may develop. Each village or hamlet has its own head, who only follows the nominal village head or group head for the purpose of the Tsafi (fetish worship). Exceptions are Arnados Paka, Gela, Bazar and Dafu, who have powers in a varying degree.

71. It would not be out of place here to review briefly what has been accomplished since the visit paid by a political officer to some of the pagan groups at the end of 1921 and the beginning of 1922, accompanied by a military patrol. Although much was done at the time, the difficulties of penetrating the more remote pagan groups, and the certainty of overlooking many villages, owing to the size of the patrol and insufficient knowledge of the country, must not be disregarded. It is just these villages, possibly in a group which was actually visited by the patrol, which are most likely to give trouble when visited by a comparatively small force of police. Guri and Mitirri, both of which offered serious opposition to a political officer when he visited them with a small police escort in April and May of this year, and distrained for tax after due warning, were two such cases; and in both cases the assistant district officer showed forbearance and patience and the police lived up to their best traditions, showing great restraint under the most difficult circumstances. The result from the last reports received has been excellent, the moral effect on neighbouring groups great, and in the case of Guri, the main road, which passes near that place, has been rendered safe for travellers for the first time. The Guri pagans had for many years interfered with, robbed and killed travellers on the Mubi-Marua road before the advent of the patrol, and this state of affairs continued unabated after the patrol had left. It was after the second visit mentioned that the improvement took place.

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72. The same political officer also visited many pagan villages reported never to have been visited before, and some known to have offered armed opposition to the French and Germans, without meeting any resistance. A second officer visited some of these pagans and nowhere met with opposition save a mild parade of force at Mijilla in Mubi district, but here, by the exercise of considerable restraint and much patience, he was eventually able to get into touch with the people and established friendly relations. He also visited other remote villages not hitherto visited during the British administration and again established friendly relations. More recently the assistant district officer reports that within the last two months most of the pagan villages of Moda, Mitsiga and Mubi have either been in to see him or sent representatives and showed every sign of wishing to be friendly. But with these backward pagans, extremely shy and suspicious as they are, the term friendly relations is a comparative one. It is not possible to judge entirely from purely friendly visits, which may be looked upon in quite a different light when collection of tax or of deliverance of criminals are concerned; and complete administrative control may not be established for some time yet among some of the groups.

73. The officer in charge of the northern division reports that the ever-diminishing volume of the traffic in slaves is another pleasing feature, until at the present time it is really very small indeed. This is due to close supervision, to the convictions obtained, and to a large extent to the co-operation of the district heads, who, it is believed, do not now think it worth while to dabble in this form of crime. It does still exist, the main centre being Gela, whence it is easy to cross the boundary into French territory, but even here no cases have been reported recently, and it is thought that the district head Mubi does not now even secretly countenance this traffic.

74. *Native Courts.*—There are six district courts of "C" grade in the division. The powers of these courts are those laid down in the Native Courts Ordinance (cap. 5 of the Laws of Nigeria). They are all under the supervision of the Alkalin Yola (i.e. native judge), who examines the monthly cause lists and submits his reports on the cases to the political officer in charge.

The work of the courts throughout the year has been quite satisfactory. The district heads were inclined to interfere with the alkalis, an attitude resented by the latter. Both the district head and the alkalis were made clearly to understand their position and, generally speaking, the judiciary and the executive now work well together.

75. It is difficult to estimate the very helpful work of these courts and their influence on the general development of the divisions. The confidence of Muhammadans and pagans alike

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in these courts is encouragingly high. The native courts are being used more and more and fewer appeals are being made to the provincial court. The division has been singularly free from serious crime.

Attached to all the courts now are pagan assessors, who assist the alkalis in dealing according to native law and custom in cases in which the appellants are pagans.

76. *Vital Statistics.*—The following figures of population were compiled during the assessment of districts. In the case of the Fulani towns and the pagans fully under control the counts are believed to be fairly accurate, but among the more backward pagans the returns are either an estimate by the administrative officers or a count by the village elders, which cannot be altogether relied upon :—

Adult Males.	*Adult Females.*	*Children.*	*Total.*
20,339 ..	24,292 ..	22,815 ..	67,446

77. *Public Health.*—This division has been quite free from epidemics.

78. *Police and Prisons.*—The strength of the Nigerian Police Force on 31st December, 1923, was twenty-eight. The men are recruited and trained at Yola. There are no prisons in the division, only " lock-ups " where prisoners awaiting trial or sentenced to a short term of imprisonment are kept. Prisoners sentenced to over three months' imprisonment are sent to the Yola native gaol.

79. *Roads.*—Short motor roads have been constructed, and it it is now possible to visit by motor car from Yola the districts of Kwagol, Mubi, Uba, Mitsiga, Moda and Madagali.

80. *Labour.*—The only call for labour has been for road construction, and, generally speaking, it might be said that there was a ready response. The recruiting of labour is done entirely by the district and village heads. A week to a fortnight was the longest any person was called on to work, and then only during the slack time for farmers. The people were fully and individually paid everywhere.

81. *Minerals.*—Of the mineral resources of the division nothing is known.

82. *Education.*—There are 805 Muhammadan schools with 3,470 pupils in the two divisions—northern and southern. There were six pupils, sons of district heads at the provincial school at Yola, where higher education is available.

83. *Trade and Economics.*—The country is well watered throughout and the soil is good and fertile. With its splendid grazing grounds it carries a large stock of cattle, horses, sheep

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and goats. It is not, however, rich in forest produce. The currency throughout the division is now British, the German money having almost entirely ceased to exist.

84. *Finance.*—The total revenue derived from this portion of the territory during the financial year which ended on 31st March, 1923, was £4,442, of which amount £2,404 was paid into the native administration treasury of the Yola Emirate and £2,038 was credited to the general revenues of Nigeria.

The expenditure by the native administration during the same period may be classified as follows :—

	£
District heads' salaries	574
Village heads' salaries	162
Judicial salaries	320
Police pay, etc.	312
Prisons	18
Miscellaneous	100
Public works, new and recurrent	100
	£1,586

With regard to that portion of the revenue which was paid to Government, viz., £2,038, the Government incurred the following direct expenditure :—

	£
Salary of one junior political officer	600
House allowance	60
Travelling allowance	120
Pension contribution	132
Transport allowance	96
Passages, ocean	110
Transport from Lagos, about	70
Police cost of maintenance of force of twenty ..	1,140
	£2,328

In addition to this expenditure the Government of Nigeria had to bear the cost of the leave salary, etc., of the officers serving in this area, and, of course, no credit has been taken for any of the general expenses of the Nigerian administration, or even for the expenses of the Resident when he is touring in the district.

It may be mentioned—in connection with the above figures and those given in paragraph 108—that the travelling and transport allowances of the Resident of Yola while in the mandated area amounted to £71. The total cost of carriers employed by all officers in that area was £425.

Only natives are employed by the native administration, and the employment of other than natives is restricted to the British political officer.

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C.—REPORT ON THAT PART OF THE CAMEROONS WHICH LIES SOUTH OF THE BENUE RIVER AND EAST OF THE NIGERIAN PROVINCE OF YOLA.

85. As in the case of the territory referred to in "B," this division of the Southern Cameroons is administered as a part of the Emirate of Yola. The headquarters of the division is at Toango and it consists of the following districts :—

	Square miles.	*Population.*
Nassarao	800 ..	15,309
Numberu	300 ..	2,920
Toango	2,500 ..	6,918
Gashaka	6,000 ..	9,488
	9,600 ..	34,635

86. *Administration.*—During the period under review the efforts of the administrative staff have been directed to the consolidation of the native administration and to the extension of control in the backward portions of the division. The chain of control, upon which so much depends, has been gradually worked up, the district heads relying more and more on the support of their village heads. This is perhaps more noticeably so in the Nassarao district which, owing to its proximity to Yola, is more developed than the other districts.

The native administration officials are all on definite salaries, and these, together with monies for public works, etc., are voted from the Yola native treasury into which all revenue from the division is paid.

87. *District Heads.*—The chiefs have shown a progressive improvement in their grip over the people and more particularly in the delegation of authority to their village heads; and it is pleasing to note the active co-operation of the chiefs among themselves. Backed up by the support of the administrative officers, they seem now to accept the responsibility of their respective offices and to have lost entirely the old timidity, so difficult to cope with in the early part of the British administration, a legacy, no doubt, from the direct German rule and its consequent result, namely, their inability to do anything without the white man's approval.

88. *Village Heads.*—The replacement of the tax collectors (Jekadu) by the village heads, officially recognised and supported by their district heads, has been a big step forward. The insufficiently controlled activities of the former emissaries of the district heads are fresh in the memories of the people, and the gaining of their confidence in a few cases by the village heads in their present official status may necessarily take a little time. The so-called village heads are really group heads, as they nearly all have two or three smaller villages or hamlets under them.

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In no case are the villages or groups too large, for the village heads, being those by hereditary right, have great power. Good progress has been made in the keeping of records by the district scribes and they have been standardised.

89. *Nassarao District.*—The district has continued to develop steadily, and this is due to the chief's energetic handling of it. At centres, like Jadda, Faran and Grori, where so much theft of cattle and other crime took place, the improvement is very marked, and this is evidenced by the very few cases brought before the native court. This state of affairs has been brought about entirely by the energetic touring by the district head and is a tribute to the policy adopted and a concrete proof of the benefit of a chief constantly touring his district. An outstanding element in his administration is his sympathetic treatment of the pagans under his control. Formerly, in common with the other district heads, this chief was averse to delegating authority to the village heads, but the present year has shown a very marked change in this respect. The incidence of the general tax in this district is 5*s.* 4*d.* on the adult male and 1*s.* 9*d.* on each head of the total population.

90. *Tribes.*—In this district there are twenty-nine Fulani village groups, with a population of 9,059. Chamba village groups (pagan) total nine, with a population of 5,966. They are all under efficient control. Formerly they had a bad reputation for crime, but the extension of the administration and the influence of the Nassarao native court has done much to lessen this.

There is one Verre village group (pagan), with a population of 284. Cognate with them are the people inhabitating the Alantika hills, variously estimated at from two to three thousand, but not as yet brought under administration. Until such time as the boundary at this point (it follows the watershed and severs the tribe) is finally settled and delimited, these people are better left alone.

91. *Numberu District.*—The district has shown an improvement in its administration during the year. The district head, as previously reported, is an old man, but his work has undoubtedly improved, and it is hoped that his increasing interest may result in further progression. His interest in, and work on, the motor road is worthy of comment.

The population of this district has increased by 355, owing to the influx of people from the French side of the provisional boundary. The incidence of the general tax in this district is 4*s.* 1*d.* on the adult male and 1*s.* 4*d.* on each head of the total population.

92. *Tribes.*—There are four Fulani village groups, with a population of 1,269. The four Chamba village groups have a population of 1,249. The task of the village heads is a difficult one, since

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these groups were very badly administered for many years by "Jekadu" from Laro, and the gaining of confidence of the people may necessarily take some time. Chamba-Leko (pagan) is a Chamba clan numbering 402. The people are more law-abiding and industrious than the Chamba.

93. *Toango District.*—A steady improvement can be recorded in this district. The district head, like the district head of Numberu, while still hoping in his heart that his former territory will eventually be restored to him, has devoted himself to making the best of what remains to him. He has toured extensively during the year, both in company with the administrative officer and by himself. This has helped the village heads very considerably and has given him a much sounder knowledge of his pagan communities. The village heads are steadily improving and are gaining the confidence of their people to an increasing extent.

In this district more than in any other the benefit of the removal of the tax collectors is most pronounced. The large number of Chamba pagans who inhabit the whole of the northern part of the district have become amenable and friendly. The continual running away of women and children on meeting a white man has almost disappeared. The "hill" pagans come down willingly and mingle gladly with their brothers on the plains. They market freely and even travel to the more distant markets, an unheard of thing even two years ago. The incidence of the general tax is 4*s.* 7*d.* on the adult male and 1*s.* 7*d.* on each head of the population.

94. *Tribes.*—Toango town and rural Toango are the two principal Fulani settlements, with a population of 1,638. There are two Chamba groups, with a population of 3,200. It is in the larger of these—the Tsugu group—that perhaps the best progress has been made. Three Dakka (pagan) village groups, with a population of 1,300, exist in Toango district. They are under control, but are neither so advanced nor so intelligent as the Chamba. The Kotofa number some 600 and are in one village group. They, together with the N'Doro, quickly adapted themselves to the Fulani administration when they became a portion of the old Kwancha fief. The Kotofa are industrious and law-abiding, and many of them are now Muhammadans. The N'Doro is a very small group numbering 150. The remarks on the Kotofa apply.

95. *Gashaka District.*—Much progress has been made in this, the most remote district of the division, in the year under review. It is perhaps rather behind the standard of the other districts, but, in view of its comparative isolation, this is perhaps natural. In the early part of the year the Mambilla area, with a population of over 4,000, was toured and brought under administration. The district as far south as Gashaka was again toured in October.

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The district head has co-operated loyally with the political staff and is devoting himself more to the interest of his district than was formerly the case. The village administration shows satisfactory progress. Here again the chief was formerly loath to delegate authority to the village heads, and much development is hoped for as a result of his present broader outlook. The incidence of the general tax is 2*s*. 9*d* on the adult male and 1*s*. on each head of the population.

96. *Tribes.*—There are four Fulani village groups, numbering 2,506. The Mambilla tribe is of Jukon origin and consists of four groups, with a population of 4,121. The Germans found them difficult to deal with, and their administration, if it can be so styled, was very superficial. It is hoped that by keeping constant touch the administration of the area may gradually be developed. If their reception of the administrative officer may be considered as an expression of this outlook much may be hoped for. An assessment of the area has been made and historical and ethnological notes on the tribe have been prepared. The Juba, a Jukon clan, predominant in three village groups, number some 1,076 people. Progressive and law-abiding, they are perhaps the most highly developed pagans in the division. A number have embraced Muhammadanism. There is a small group of the Tigwom tribe (pagan), cognate with the Takums in Muri, west of Gashaka, numbering some 200, who are a peaceful and industrious people. The Kam Kam (pagan) number about 200; the remarks on the Mambilla apply. There is a small settlement of N'Doro, numbering fifty, immediately south of Gashaka. As in Toango, they are peaceful and industrious.

97. *Gurumpao and Yebbi Districts.*—These two units were in 1922 included in the Numan division for administrative purposes. The people are Chamba and are akin to people in the Chamba district of the division. The chiefs are independent of any higher native authority, having thrown off the Fulani yoke during the war.

During the year the district heads, village heads and scribes have made a most creditable assessment of the districts entirely by themselves—the population has never been counted before—with the result that, on a 2*s*. and 1*s*. male and female incidence, the tax rose from a demand (last year) of £47 to £175 in the case of Gurumpao and from £20 to £58 in the case of Yebbi.

The district officer reports that Yebbi and Gurumpao are administratively happy, and their general taxes have been paid easily. The district heads are good men and commendably anxious to attain to the same level of administrative progress as Bachama and Batta.

98. *Gurumpao.*—The area of this district is roughly 100 square miles, with a population of 3,829. The district is quite satisfactory. The assistant district officer, Numan, reports that

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the district head only wants supervision and tuition; he is keen and progressive, not from love of progress, but from *amour propre*, which inspires him with a desire to keep abreast of other and more advanced districts with which he has come in contact. He is a strong man, rough, crude and high-handed. The district officer's intention of visiting in October this district, which has been left untoured for eighteen months, was frustrated by a virulent outbreak of smallpox. This epidemic lasted for nearly three months, from the middle of September last. Twenty-three villages were infected and scattered to their farms; 107 deaths and over 250 recoveries are recorded by the district head.

99. *Yebbi.*—Area 50 square miles; population 1,213. This little district adjoins Gurumpao and has not been toured for a like period.

100. From the southern division it is reported that to say slave dealing has been entirely stamped out in the division would indeed be optimistic, but that the minimum is done at the maximum risk is quite true. The district heads themselves have been very active in the suppression of the traffic, and this, together with the co-operation of the village and "Ungwa heads," has made the risk so great that only the boldest attempt it. Constant watch is kept on the borders and, coupled with the ever-increasing confidence of the pagans in their village and district heads, it is hoped at no distant date entirely to eradicate the evil.

101. *Native Courts.*—There are two native courts of "B" grade and one of "C" grade in this division. The powers of these courts are fixed under the provision of the Native Courts Ordinance (cap. 5 of the Laws of Nigeria). The remarks made in paragraphs 74 and 75 as to the success attendant on the work of the native courts apply with equal force to the courts in this division.

102. *Census.*—As accurate a count and estimation as has been possible shows that the population of this division consists of:—

Adult Males.	*Adult Females.*	*Children.*	*Total.*
12,584	12,370	9,681	34,635

103. *Public Health.*—In the southern division during the latter part of the year there was an outbreak of smallpox in all districts. By the end of December the epidemic had finished. In Gurumpao, where it took the heaviest toll, twenty-seven villages are reported to have been infected. It is sixteen years since the last visitation of smallpox to this area. The Chambas are very afraid of this disease and when a case is known to be in a village the people immediately scatter to their farms and live in grass shelters; probably the best thing they can do. The district and the village heads, immediately the outbreak was reported, were fully

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instructed *re* isolation and other precautionary measures, with the result that although smallpox appeared in five districts it was quickly localised. The number of villages infected was 46; the deaths numbered 159, and the recoveries 397. The district officer reports that in no district could the disease be definitely traced as "imported." It seems to have been endemic in each district.

104. *Police and Prisons.*—The strength of the police force in this division was twenty. The men are recruited and trained at Yola. Prisoners sentenced to more than three months' imprisonment are sent to the Yola gaol.

105. *Roads.*—Motor roads have been constructed, and Nassarao and Toango can be visited from Yola by car.

106. *Minerals.*—Nothing definite is known, but tin and gold are said to exist in this division.

107. *Trade and Economics.*—The remarks in paragraph 83 apply equally to this division.

108. *Finance.*—The revenue of the Southern Cameroons district during the financial year which ended on 31st March, 1923, was £3,992, of which £2,139 was paid into the native administration treasury and £1,853 contributed to the general revenues of Nigeria. Ignoring any portion of the cost of the Yola central native administration expenses, the following amounts were spent on account of this area :—

	£
Salaries—District heads	636
,, Village heads	146
,, Judicial	162
Upkeep of police	227
Prisons	30
Miscellaneous	150
	£1,351

The expenditure from the general revenues of Nigeria cannot be estimated, but the following figures show the actual cost to the government of the administration of the Southern Cameroons, as far as it is possible to show it :—

	£
Salary and allowances of one political officer	1,028
Ocean passages	110
Transport from Lagos (approximate) ..	70
Cost of maintenance of police detachment	1,596
	£2,804

As in the case of Dikwa and the northern division of the Yola Cameroons, no account has been taken of the cost of supplying a relief for the political officers in the district, or of the expenses of the Resident—the supervising authority.

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109. Summary of the revenue and expenditure of the Nigerian Government in connection with that part of the Cameroons administered as part of the Northern Provinces of Nigeria :—

Revenue.	£
(1) From the Emirate of Dikwa administered as part of the Province of Bornu	3,329
(2) From that part of Cameroons north of Benue and south of Dikwa	2,038
(3) From that part south of Benue and east of Yola	1,853
	£7,220

Expenditure.	£	£
(1) Expenses of the administration of Dikwa Emirate	3,179	
(2) Expenses of that part north of Benue ..	2,328	
(3) Expenses of that part south of Benue ..	2,804	
		8,311
Excess of expenditure over revenue		£1,091

In addition to the above expenditure the Government of Nigeria had to bear the cost of supplying reliefs for the political officers serving in the districts concerned, as well as their leave, salaries, etc. No allowance has been made for the general expenses of the Nigerian administration, or even for the expenses of the supervising authority—the Resident of the Province.

For two months of the period under review one officer and thirty rank and file of the Nigeria Regiment were maintained in Dikwa at the expense of the Nigerian Government.

The above summary clearly shows that no pecuniary advantage has accrued to the Government of Nigeria from the administration of the northern districts of the Cameroons.

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REPORT ON THE CAMEROONS PROVINCE FOR 1923.

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Map.

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Report on the Cameroons Province, 1923

I. GENERAL AND ADMINISTRATIVE.

1. The Cameroons Province is administered by the Government of Nigeria. Its finances are as far as possible kept separate from those of the Protectorate. The province is under the direct control of a senior Resident, who receives his instructions from the Governor through the Lieutenant-Governor of the Southern Provinces of Nigeria. For administrative purposes the province is divided into four divisions—Bamenda, Mamfe, Kumba, and Victoria. These divisions are in charge of civil officers, and there is no military rule such as obtained under German administration. The political staff is composed of officers seconded from the Nigerian Government, and during 1923, of a total of seventeen, the average of those actually in the country amounted to 11·2. As regards native affairs, the British policy in the Cameroons follows that of Nigeria, and is an endeavour to rebuild the tribal and ethnological institutions which had to some extent suffered disintegration during the period of direct German administration, to find the hereditary native rulers and to educate them in their duties in that capacity, and to seek their co-operation and help, and to maintain their prestige in all matters concerning the areas under their control.

The judicial system follows that of Nigeria, except that, as yet, there is no area to which the Supreme Court Ordinance (cap. 3 of the Laws of Nigeria) applies. The provincial court, which exercises complete jurisdiction over all persons native and non-native, is presided over by the Resident. Each district officer and assistant district officer is *ex-officio* a commissioner, and exercises according to his status the jurisdiction laid down by cap. 4 of the Laws of Nigeria. In all criminal and civil matters the Resident has full powers. A district officer or assistant district officer in charge of a division has jurisdiction in civil matters where the debt, damage or claim does not exceed £50, and in criminal matters can inflict a fine of £50 and/or order imprisonment for two years, and a flogging of twenty-five lashes if the case is one where flogging is allowed under the code. Other commissioners can try civil cases where the claim involved does not exceed £25, and in criminal cases can order a fine of £25 and/or three months' imprisonment. All sentences of imprisonment in excess of six months, sentences of corporal punishment exceeding twelve strokes, and sentences involving a fine exceeding £50, require confirmation by the Chief Justice, who for that purpose is furnished with a full copy of the proceedings, together with a report by the officer trying the case. All capital sentences are reviewed by the Chief Justice,

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and if confirmed by him are considered and decided by the Governor of Nigeria in Council. The criminal law is the Criminal Code of Nigeria (cap. 21). The civil law is the English Common Law and doctrines of equity and statutes of general application which were in force in England in 1900, modified by the proviso that British courts shall, in civil causes affecting natives, recognise native law and custom when not repugnant to natural justice and humanity, especially in matters relating to marriage, land and inheritance.

2. The present system of native courts was established in 1916. Courts are set up by the Resident to meet the needs of the different districts, and are constituted by warrant approved by the Lieutenant-Governor. The warrant states the area of the court's jurisdiction, defines the powers conferred upon it, and names the chiefs appointed as members. These courts adjudicate, between natives only, the local native laws and custom, together with such alien law as they are expressly authorised to administer. A native clerk is attached to each court, and his duties include the keeping of records and accounts and the compilation of the returns incidental to the court. Appeal lies to the political officers, who, though they exercise close supervision over the courts and endeavour to make them effective instruments of justice, avoid any unnecessary interference in order that a sense of responsibility and initiative may be promoted. The object is to make the native courts and the provincial courts component parts of one judicial system and to relieve the latter of work which can be better done by the natives themselves. There are twenty-three of these courts in the Province, and their jurisdiction, as defined by cap. 5 of the Laws of Nigeria, is as follows :—

One court of grade " B " (an appeal court for civil cases only and for determining cases between chiefs). Six courts of grade " C " and sixteen of grade " D." The grade " B " court has powers up to £50 in civil matters brought before it, the grade " C " courts can determine criminal cases punishable by six months imprisonment. Grade " D " courts have powers of three months. The civil jurisdiction of the courts of grades " C " and " D " varies according to the powers conferred by the warrant constituting the particular court.

Each court has its own staff of uniformed native messengers who serve summonses and execute warrants under the direction of the village head concerned.

3. The following Nigerian technical and other departments have local headquarters in the province :—Posts and Telegraphs, Police, Prisons, Agriculture, Medical, Education, Customs, Marine, West African Frontier Force, and Public Works. The majority of these are in charge of European officers, who are seconded from the Nigerian Government and are directly responsible to the heads of their departments in Nigeria.

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4. At the outset it was found that the standard of education among the natives of the mandated territory was exceedingly low, with the result that, in order to maintain efficiency, the staff of clerks, etc., for the Government service had almost entirely to be recruited from natives of Nigeria or the neighbouring colonies. Every effort is made to secure the services of educated natives from the Cameroons, but some time must of necessity elapse before this is possible—especially in the case of the higher subordinate appointments of the technical departments.

5. The very varied population of the province is docile and law-abiding and taxes are paid with readiness and without evasion. The full tide of trade depression seems only to have reached this outlying province during the current year, but, beyond the feeling of uncertainty produced by the consequent commercial stagnation, the people appear to be wholly contented. No coercive measures of any description have been found necessary, and no occasion has arisen for the display of force whether military or police.

6. Much of the work of the political staff during the year has been directed towards the consolidation of the native administrations which have been inaugurated. The chiefs have taken a decided interest in everything which tends to encourage progress and better the welfare of the people. The staff has laboured long and often in the preparation of useful assessment and other special reports.

In the Bamenda division the only feature of note was the submission of a joint report on the north and north-west boundaries of the Cameroons Province and the Yola and Muri Provinces of the northern provinces of Nigeria. Certain recommendations were made, and approval has recently been given for the Kaka-Ntem area of the Yola Province to be absorbed in the Bamenda division.

7. The inhabitants of the Mamfe division are forest people and, as such, in a low stage of political evolution. However, here, as elsewhere, research has brought to light a higher degree of native organisation than has been attributed to them heretofore. Such organisation undoubtedly exists in individual villages, and these villages are grouped in clans, a term which covers a loose confederation united by ties of blood for the decision of internal disputes and mutual protection against outside aggression. Of any higher organisation than the clan no trace has come to light, and it is to supply the want in this direction that each native court has been gazetted a native authority.

Everything possible continues to be done to foster the existing internal machinery, and much progress has been made.

8. In the Kumba division, as a result of the assessment commenced in 1922, much of interest has been done. In spite of the natural indolence and lack of ambition of the natives of this

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division, and the policy of disintegration which had been in progress for some considerable time, the existence of village areas with rulers, who, if not entirely hereditary, are elected in accordance with a definite procedure has been discovered. If properly nursed the discovery of such a system will, it is hoped, lead to an effective administration in years to come.

9. In the Victoria division the work differs considerably from that in the other divisions owing to the existence of the plantations and the presence of a large population of native foreigners. It is unlikely that any true native administration can be set up. The three district heads are useful and efficient administrative and judicial officers. There has been no event of interest.

10. There was during the year no change in the detail of the mandated status of the province. The laws of Nigeria were applied to the Cameroons Province to the extent set out in Nigerian Ordinance No. 3 of 1924, with effect from 28th February, 1924. From 20th February the province became an integral part of the southern provinces of Nigeria under the Cameroons Order of His Majesty in Council dated 26th June, 1923 (which is printed as Annexure I to this report).

11. Much administrative survey work has been completed, especially in the Kumba Division. There have been no changes in the boundaries of the province other than those mentioned in paragraph 6.

II. SLAVERY.

12. A report on slavery, as known in the British sphere of the Cameroons, must be prefaced by the following remarks :—

(1) The traffic in slaves is a thing of the past ; by that is meant the sale of human beings for export out of their own country.

(2) Slave dealing is rare and confined to one division, that of Mamfe.

(3) The status of slavery is still recognised by native public opinion, but in no wise by the administration. It has by law been declared to be abolished as from 28th February, 1924.

(4) Islamic law and custom has no force whatever in the Cameroons Province.

13. The fundamental law regulating the status of slavery was the German one of 21st February, 1902. By this law the children of slaves are freedmen and the children of freedmen are freemen. Moreover, from the date on which the law was promulgated, no man could become a slave by any means whatsoever. Thus, by the mere lapse of time there could, on 28th February, 1924,

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when the Nigerian law was applied, have been but few whose status, if legally determined, would be that of a serf or a domestic slave. But the legal status is one of purely academic interest. In practice, no man or woman, who in native public opinion may still be considered a slave, suffers any restriction whatever to his liberty by reason of any law or action on the part of the present administration. In the eyes of all administrative officers all men are equally free ; it is only in ethnological reports that the words " slave village " or " originally a slave village " still occur as a matter of scientific interest. The Nigerian law (slavery abolition), which was applied as above, declares that all persons heretofore or hereafter born in or brought within the southern provinces—which includes the Cameroons province—are free.

14. The present penal sanctions against slave dealing in all its forms are contained in the Criminal Code of Nigeria, which code was proclaimed in the Cameroons on 20th September, 1919. This law provides for a sentence of ten years' imprisonment for kidnapping, of two years for deprivation of liberty, of seven years for slave dealing.

15. Cases of slave-dealing and kidnapping can be tried only in the provincial court. In 1921, the courts dealt with six cases, resulting in six convictions. Eight persons were involved. In 1922 three cases only were heard, but no convictions were obtained against the five persons charged. It cannot be denied that a relatively mild form of trafficking in children as slaves still continues to exist in the Mamfe division. In 1923 three convictions were secured in this division and three in the Bamenda division. Eighteen persons were concerned. The final stamping out of slave-dealing is dependent chiefly on the increasing activities of the political staff. In the Mamfe division two small slave communities were discovered in a large stretch of bush country. One of these contained twenty and the other six tax-paying males. All were subdued in war some sixty years ago and allowed to continue in their hamlets provided that they supplied their conquerors with perpetual palm wine and, as a later condition, did not report their existence to passing Europeans. The effect of the law, the constant touring by administrative officers and the spread of missionary and educational influences have shown entirely satisfactory results, as are evidenced by the small number of cases which now occur, and it has not been found necessary to adopt any special measures to prevent this particular form of crime.

16. The condition and status of women throughout the British sphere of the Cameroons calls for comment. Owing to the general tendency of the pagan polygamist to invest his money in women, who, moreover, do practically all the manual labour, they are often his only tangible assets, and when called on to satisfy a debt, he is, by force of circumstances, compelled to realize. The

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method he adopts is to find another man who is willing to marry one of his wives and thus obtain a refund of any money he may have expended by way of so-called dower. It may, therefore, readily be seen that it is difficult for the administration to differentiate between marriage and a transfer for value received. The natives are, however, generally well aware of the thin boundary line and it is likely that the great majority of such transactions are real marriages, according to native law and custom. There are no complaints from women concerned, who have every facility to put forward any grievances. In but very few cases are such women transferred from their clan areas, and never from their administrative districts. But though, as things are, no real hardship is involved in such re-marriages, still the whole status of women sadly requires improving, an improvement which can only be brought about by the gradual extension of missionary, educational and economic influences.

17. The pledging of persons, as security for debt, etc., is forbidden by law and the offender is liable to the same punishment as for slave-dealing.

18. There are a number of persons in the British sphere, who, in spite of public opinion, which allots to them an inferior social status, voluntarily accepted a continued condition of quasi-slavery in 1917. Such persons are generally established in small hamlets and show no disposition to move away. They are fully aware that they can apply for a manumission certificate with or without payment to their so-called owner. Twenty persons were thus manumitted by the native courts in the Mamfe division in 1923, as against four in the previous year. Two slaves were also emancipated by order of the provincial court during the year under review. The number of slaves liberated since the inauguration of the province has now reached a total of 298.

III. LABOUR.

19. Labour problems within the Cameroons Province have, as yet, not arisen. Labour is entirely free and there has been no need to use compulsion to secure remunerated labour for essential public works and services. The only employer of manual labour is (*a*) the administration, as represented by (*b*) the various native administrations, or (*c*) by the plantations management. To all intents and purposes there are no other employers of labour, unless indeed polygamous husbands, who employ their wives to produce their food, can be called employers of labour.

20. The method of recruiting casual labour is as follows :— The district or village head is called upon to furnish a certain number of labourers according to the population of the particular area concerned. Generally this request is communicated to him several days before the labour is actually required. Up to the

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present the only difficulty in obtaining the required numbers has been experienced in the Kumba and Victoria divisions. The men are collected by the chiefs and sent to the scene of operations under the charge of one of their own headmen.

The conditions of service are many and varied. The men are paid regularly and at the current rate. The best possible arrangements are made to obtain proper housing and food. As far as possible a system of reliefs is introduced and the men return to their villages for several days' rest. Generally speaking, they are never taken right away from their own areas. Their overseers are their own headmen.

The disciplinary powers are in the hands of their chiefs—the native authorities. Men who refuse to obey their orders to proceed to work, or who actually desert whilst working, are dealt with in the native courts and a small fine imposed.

21. Permanent labour is recruited voluntarily, the conditions being good housing, regular hours and regular pay. Too much is never asked of the men, but if a man should prove unworthy of his hire he can be dismissed. Occasional lapses can be dealt with departmentally, with the result that the offender loses half a day's or a day's pay.

22. The provincial administration employs both permanent and casual labour, chiefly on public works and for transport. So long as the labour is of a permanent nature, there is no difficulty in obtaining it, but in the case of casual labour for transport, especially if required in a hurry, there is sometimes a little difficulty, always dealt with by or through the native administrations, that is, the people themselves. Even these rare cases of indirect moral pressure will cease as soon as roads to take mechanical transport are constructed by permanent gangs. In a thinly-populated country where there are no professional carriers, as in the northern provinces of Nigeria, and where the men themselves are not accustomed to work, head carriage is not a popular form of employment, even though paid for at the rate of 9*d.* a day, of, say, four to five hours, as compared to a full day's work at 6*d.* on public works or plantations.

23. It is perhaps unnecessary here definitely to state that any form of *corvée* is absolutely unknown, as is also the use of physical force by Europeans or their agents to recruit labour. Labour, in lieu of taxation, which was recognised by the late German administration, has been entirely abolished.

24. The native administrations are also employers of labour in much the same way as a municipality is an employer in Europe. And here, it may be objected that, apart from the permanent officials, labour employed by the native administrations is neither "free" nor paid. But these compulsory and unpaid public services are exactly of the same nature as those recognised by

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statute or by-law in European countries. In practice the native authority, whether chief, council of elders, or court, calls upon the people within its jurisdiction to keep clean the village street, to carry out their own conservancy, to clear the main roads of grass half-way to the next village two or three times a year, and to keep in repair the " tie-tie " or " hammock " bridges, i.e., suspension bridges made of creepers. School buildings and teachers' houses, except in European stations, are built and kept in repair as a public service and as a condition preliminary to opening a school, and in some places this extends to the building and repair of rest-houses, i.e., native houses set apart for the accommodation of travellers. In all these cases, then, labour is freely given for public services under their own authorities and for their own immediate advantage. Occasionally it happens that a political officer may have to apply to the native administration in order to obtain carriers for Government service, and in such a case, though very rarely, the local native administration may have to use moral compulsion, or even to go to the length of prosecuting a recalcitrant in the native court for disobedience to the orders of his own native authority. The punishment is a small fine or simple admonition by the elders of the community forming the court.

During the year under review 345 persons were prosecuted in the native courts by the native administrations concerned for failing to obey their chiefs' order to turn out and assist in some form of labour ; in perhaps one-fourth of these cases the labour was required directly by Government through the chiefs.

25. Lastly, there are the plantations, by far the largest employer of labour, for if political officers and public works employ a few hundred at a time the plantations management employ from ten to twelve thousand. This management, created under the auspices of the Government, is charged with the maintenance of all ex-enemy private property, which here consists chiefly of the large cocoa estates around the base of the Cameroons mountain.

The management employs permanent labour only, and has not the slightest difficulty in obtaining all the workers required without any recruiting organisation and without any direct help from the provincial administration. The attractions offered are plenty of food, grown by the estate ; housing for the labourers, their wives and families ; religious facilities are also provided by the estate ; freedom to leave at any time and to take a day's leave ; absence of disciplinary regulations and punishments. The pay is small, 6*d.* a day, paid monthly, but it must be added that the work is never arduous and, from the native point of view, there is not too much European supervision.

26. In the circumstances described above it is clear that no industrialism exists, there are no capitalists and practically no weekly manual wage-earners The population consists of perfectly

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independent agriculturists, the women doing almost all the work, while a few young men at times like to earn cash wherewith to buy clothes or to pay their tax. There is no section of the native population compelled by necessity to earn wages. Hence there is no labour legislation, and the recommendations of the International Labour Conferences do not apply. There is no recruiting of labour for private enterprise either for work within or without the province, and no compulsory or disciplinary measures are authorised with respect to labour. Also no form of contract between employer and employed exists except in cases of clerical employees.

IV. ARMS TRAFFIC.

27. Arms traffic is practically non-existent and therefore calls for little comment. The desire of the native does not go beyond a flint-lock muzzle-loading gun (Dane gun), the possession of which enables him to protect his crops from being damaged by elephants, monkeys and wild pigs.

28. The importation of arms and ammunition into the Cameroons is controlled by Proclamation No. 15, dated the 27th December, 1917,* and no person is allowed to import arms and ammunition without the consent of the Resident.

29. The imports of arms and ammunition in 1921, 1922 and 1923 were as follows :—

Year.	Arms.			Ammunition.		
	Revolvers.	Rifles.	Shotguns.	Revolver.	Rifle.	Shotgun.
1921	15	9	14	362	2,000	8,025
1922 to 10/12/22 ..	15	8	36	650	1,060	6,390
1923 to 10/12/23 ..	8	10	17	524	2,090	7,470

In 1923 the majority were imported from Nigeria and the remainder from England, having passed through the Customs House at Victoria only.

V. LIQUOR AND DRUGS.

30. The liquor and drug question is not one of any great importance at the present time. There is no evidence of any alcoholism, so there has been no necessity to commence a campaign to point out the dangers arising from the excessive indulgence in the consumption of spirits. The native drink is palm wine, which has an intoxicating effect.

* By the Nigerian laws (Cap. 132) as from 28th February, 1924.

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31. The importation, distribution, sale, disposal and possession of trade spirits and injurious spirits is prohibited under Proclamation No. 27, dated the 3rd July, 1920, and previous to that date by Proclamation No. 15 of the 27th December, 1917.*. Whisky, brandy and rum may be imported into the Cameroons provided that the liquor has matured in wood for a period of not less than three years. Gin (of the well-known brands) from the United Kingdom is, at the present time, admitted without question, but gin imported from Holland must be accompanied by a sworn declaration showing that it is distilled from grain and is equal in quality to the gins usually imported from the United Kingdom. Spirits of a kind not usually imported, or spirits suspected of being immature, are detained pending enquiries.

32. The importations of alcoholic liquors for the years 1921, 1922 and 1923 were as under :—

	1921. Gallons.	1922 to 10/12/22. Gallons.	1923 to 10/12/23. Gallons.
Brandy	44	36	25
Whisky	377	685	592
Rum	9	2	12
Gin	246	470	373
Other spirits	26	75	76
Beer	539	1,272	2,416
Stout	140	106	166
Wines..	220	436	575
Vermuth	42	64	105

Note.—" Other spirits " means " liqueurs, etc."

The imports for 1921 cannot be considered quite accurate, as before the introduction of the Nigerian tariff on 1st November, 1921, no record was kept or duty charged on imports from the French sphere. All the gin and whisky imported originated from Great Britain.

33. The import duties on liquor are as follows :—

	s.	d.
(1) Ale, beer, cider, perry or porter containing not more than 10 per centum of alcohol, the imperial gallon	0	6
" Any such liquor containing more than 10 per centum of alcohol shall be charged as spirits."		
(2) Spirits—		
(I) Brandy, whisky, rum, and gin not being spirits, the importation of which is prohibited, for every imperial gallon—		
(*a*) Of a degree of strength of 50 per centum ascertained by Tralles's alcoholometer	25	0

* The Nigerian law (Cap. 131) now applies.

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	s.	d.
(*b*) Of a degree of strength greater than 50 per centum ascertained by Tralles's alcoholometer	25	0
Plus 6*d*. for each degree or part of a degree over 50.		
(*c*) Of a degree of strength less than 50 per centum ascertained by Tralles's alcoholometer	25	0
Minus 4*d*. for each degree below 50 down to 42 degrees.		
(II) Liqueurs, and all potable spirits, liquid compounds, or any other compounds capable of being liquefied (and not being prohibited to be imported) containing spirits, being sweetened or mixed with any article so that the degree cannot be ascertained by Tralles's alcoholometer, for every imperial gallon	25	0
(III) Perfumed or medicated spirits (not being prohibited to be imported), for every imperial gallon	35	0
(IV) Non-potable methylated and other non-potable spirits admitted to entry as such by the collector, the imperial gallon	0	3
(3) Wines containing not more than 20 per centum of alcohol—		
(*a*) Still wines, including vermuth and ginger wine (the imperial gallon)..	2	6
(*b*) Sparkling wines (the imperial gallon) ..	4	0
"Any such liquor containing more than 20 per centum of alcohol shall be charged duty as spirits."		

34. There are but six retailers licensed to sell liquor in the British Cameroons and three partial licences. The fees for licences are as follows :—

	£	s.	d.
(*a*) Retail trade with, and retailing of, spirituous liquors of every kind in a place of business (full licence)	15	0	0
(*b*) Retailing and retail trade of wine, beer and the finer kinds of liquor in a place of business (partial licence)	7	10	0
These licences are issued under the German Regulation 560 of 30th September, 1910.			

35. Early in 1923 Proclamation No. 42 applied Part II of the Drugs and Poisons Ordinance, 1915,* which allows the importation

* The Nigerian Ordinance (Cap. 50) now applies.

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of opium, morphine, cocaine, heroin and similar drugs only for the use of qualified medical practitioners, dentists, veterinary surgeons and licensed druggists. In practice the only dangerous drugs imported are those obtained by Government medical officers from Lagos.

VI. LIBERTY OF CONSCIENCE.

36. The principle of liberty of conscience and religion is one that may well be said to be inherent in British administration and instinctive to its agents. The religious beliefs of the great majority of the population may be summed up under the term "animism," although the influence of Christianity is gradually making itself felt. Except for a few pedlars and Fulani cattle owners, there are no Muhammadans, and conversion to Islam is practically unknown.

37. In pre-war times there were three missionary agencies at work in what is now the province of the Cameroons :—

The Basle Mission (Lutheran).
Two Roman Catholic Societies.
The German Baptist Mission.

Of these the first was the most important, and the activities of the mission were widespread. As the great majority of the missionaries were Germans, their work came to an end in 1914. since when no society has come forward to carry on the work, Remains of the organisation still subsist, much broken up, but alive and even spreading under the impulse of ex-teachers or pupils of the mission, each acting independently. The considerable property of the mission all over the province is maintained in very fair repair by the local administration.

The two Roman Catholic missions were also staffed by German priests. They were replaced by a French society in the north and an English one in the south. The work of the French society has now been taken over by the English society which has a total of seven priests in the province. The society now enjoys the full use of all the properties of the German societies.

The activities of the German Baptist Society lay almost entirely in what is now the French sphere ; this society possessed but one property, near Buea, in the British Cameroons. In addition to the above there is a very small native Baptist church in Victoria.

38. No obstacle of any kind is placed in the way of the expansion of missionary work, and the German system of spheres of influences assigned to the various missions has not been adhered to. No formalities of any kind are required in order to open a church, chapel or school, and native catechists are free to go where they like. Unless asked for, no control is exercised over mission schools, and the teaching, whether secular or religious, can be given in any language. Though no religion is in any sense

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" established," all Christian missions meet with the active support of the local administration, and the native administrations may accord pecuniary or material help to those mission schools which are open to Government inspection.

39. The only constraint placed on the liberty of conscience arises from—

(*a*) The prohibition of ritual killing of human beings, now probably extinct.

(*b*) The repression of witchcraft and ordeal by poison.

The necessity of such constraint is obvious. Occasionally, too, it happens that administrative officers have to interfere to prevent brawls between pagans and Christian converts. But such interference is directed solely to preserve liberty of conscience in the face of a hostile majority ; such cases are, however, extremely rare, for the greatest tolerance prevails.

VII. MILITARY AND POLICE.

40. The late administration had no naval base in what is now the British sphere, and no fixed permanent military centre or fortress, and the mandatory Power has established none. In the interior the Germans were wont to build their military and civil stations in defensive positions with crenelated walls and towers against native attack ; these positions have now either been abandoned or the " fortifications " razed from sanitary motives.

41. The mandatory Power now maintains one double company of the Nigeria Regiment at the old German military station of Bamenda. This double company is detached from the 3rd battalion of the regiment, whose headquarters are at Calabar, but the cost of the force, £19,000, falls on the Cameroons budget. The training of the detachment is similar in every respect to that of the regiment which supplies it.

42. The military detachment is under the immediate command of a captain, who takes his orders from the officer commanding his battalion at Calabar. The battalion commander is responsible to the Colonel-Commandant of the Nigeria Regiment at Kaduna, who, in his turn, is responsible to the Governor of Nigeria at Lagos. Except in a case of most urgent defensive necessity, no use can be made of armed force without the direct authority of the Governor. In the period under review it has not been necessary to use these troops for the suppression of any civil disturbance.

43. In addition to this military force, there is a purely civil police force of 155 men under one British police commissioner. Again, this police force is in all respects similar to the police force of Nigeria, though chiefly recruited locally. Its cost, £7,905, falls on the Cameroons budget. No other armed force is maintained or allowed within the British sphere.

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VIII.—ECONOMIC EQUALITY.

44. The principle of economic equality laid down by Article 22 of the Treaty is no new one where British administration is concerned. It has been the principle in force in the adjoining colony of Nigeria ever since its foundation, and this principle has quite naturally been in force in the British sphere since civil administration began. No differentiation has been made as to the import of goods from ex-enemy countries since the Ratification of the Treaty of Peace, and the exclusion of subjects of these countries under Proclamation No. 22 expired in September, 1922. It may be added here that the British Cameroons benefits by the preferential import duty in the United Kingdom on cocoa and coffee grown "within the British Empire." The customs regulations and tariff in force are those of Nigeria.

45. Goods passing in transit by sea or inland navigation are exempt from duty. Imported goods in transit otherwise pay duty at the port of entry, but, if at the point at which they pass to foreign territory they are examined by an authorised officer and found to be intact, a refund of the original duty can be claimed at the port of entry. No refund of duty can, however, exceed the amount of duty paid in foreign territory, and no refund of duty is allowed on spirits.

46. The same principle of strict economic equality governs, or will govern, concessions, land tenure, mining rights and the fiscal regime, with the limited and provisional exception noted below.

47. As to concessions, land tenure, forestry and mining rights, these questions have not yet been determined, except as regards ex-enemy private property other than mission property, and the need for their determination has not yet arisen. No demands for concessions or mining rights have as yet been made. Land tenure is governed by the Nigerian Native Lands Acquisition Ordinance (Chapter 89), which was applied to the province on 28th February, 1924. As in the southern provinces of Nigeria, the land is deemed to belong to the various native communities and the administration retains only the land which was occupied and used by the German Government for administrative purposes. The question is not at present one of practical importance, for there is unlimited unoccupied land to meet the needs of the people.

48. Ex-enemy private property, other than mission property, is governed by Proclamations No. 28 of 9th March, 1921, No. 29 of 21st July, 1921, and No. 38 of 10th October, 1922. The properties consist for the most part of cocoa estates, which, with a few trading sites, have been put up to public auction in London. Most of them, however, failed to find buyers. The properties will again be put up for sale by auction in October, when the sale will be open to all, including ex-enemies. Proclamation

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No. 38 of 1922 is being amended to permit ex-enemy aliens to acquire property. The transfer of ex-enemy mission property is governed by Article 438 of the Treaty.

49. The fiscal system of the territory consists in :—

(*a*) A capitation tax varying from 3*s*. 6*d*. to 10*s*. each African adult male ; exception being made of the old and infirm, scholars, policemen and members of the Government staff specially seconded for service in Cameroons.

(*b*) A cattle tax of 1*s*. per head. In practice this tax is only levied on the large Fulani cattle owners in the Bamenda division.

(*c*) Gun, liquor and game licences. The traders' licences of 1922 have been abolished. In none of the above does any question of nationality enter.

IX. EDUCATION.

50. The subject of education is one of the greatest concern to the local administration and may be said to be limited in its expansion only by the lack of teachers. The population as a whole is clamorous for learning ; money is available, but qualified teachers, or even unqualified teachers possessed of character, are not forthcoming in numbers in any way commensurate with the demand.

51. From the inception of the British civil administration in 1916 up to the end of 1921, education was in the hands of the political officers. Teachers were most difficult to obtain and the supervision that could be exercised was inadequate. Since then the number of schools has been cut down, the teaching staff largely increased, and an inspector of schools appointed. The year 1923 has seen steady progress in the staffing of the schools, though the increase in the number of schools has only been two native administration schools as against a reduction of one government school.

52. All schools are elementary and fall under four categories :—

(*a*) Government schools.
(*b*) Native administration schools.
(*c*) Mission schools.
(*d*) " Hedge " or unofficial native schools.

53. The table given shows the number of schools and scholars for the years 1917–1923 in Government schools :—

Year.	Number of Government Schools.	Average Attendance.	Teaching Staff.
1917	6	279·2	11
1918	5	598·5	23
1919	10	614·4	19
1920	10	657·9	18
1921	7	465·3	18
1922	7	573·1	25
1923	6	715·3	32

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54. The general aim is to have one government school in each of the four divisions of the province, fully staffed with certificated and capable teachers and fully equipped, to stand as a model school for the native administration schools which are now being established.

No regulations have as yet been drawn up, but those made under the Education Ordinance of the neighbouring Protectorate of Nigeria are followed as closely as circumstances permit. The first end in view is the formation of character; the second, the acquirement of the English language. Rather than create a small number of scholars, it is desired to influence as large a number of children as possible, equally distributed all over the province. The language presents comparatively little difficulty, for a knowledge of pidgin-English is widespread, even in the remotest districts. In this country of innumerable languages and dialects, pidgin-English has long been the lingua franca. To most of the government schools hostels are attached where boarders find accommodation from Monday to Friday.

In government and native administration schools the age of entry must not exceed 13 years and the attendance of girls is even more encouraged than that of boys. In this matter of sending their girls to school, a certain amount of reluctance is met with on the part of the parents, but it is of paramount importance to raise the status of women, which, in the British Cameroons, appears to be singularly low. In view of the difficulties connected with this subject, the fact that seventy-four girls are already attending the government schools promises well for the future. In addition, thirty-nine girls attend native administration schools and a further sixty-three various mission schools.

55. In addition to the government schools, there are twelve native administration schools, with 800 pupils on their rolls, all opened since 1st April, 1922. These schools are financed by the native administrations, they follow the same curriculum as in the government schools and are inspected in the same manner, but their staff are not so well qualified as those of the government schools. The buildings for these schools, as also houses for the teachers, are all provided by the people themselves, the native administrations meeting the cost of books and equipment and the teachers' salaries. There is likely to be a great extension of these schools in the near future to meet the urgent demand, and it is hoped that they will in due course come under the direct control of mission societies, who are in a better position than the administration to develop disciplined character with the aid of those moral sanctions without which all knowledge becomes harmful to the individual and a danger to the State.

56. There is at present one organised Roman Catholic mission with four schools and one Protestant mission school (late Basle mission). As will be seen from the statistics given in paragraph 59, these missions have made a healthy advance.

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57. A number of unauthorised schools of mushroom growth exist, known as " hedge " schools. Most of them are the offspring of the former Basle Mission schools. They are not of a permanent nature, attendance is very variable and no statistics are kept. They teach little or nothing beyond congregational singing in the German or Duala language and will disappear as soon as government, the native administrations and the missions are in a position to give real educational facilities on an extended scale.

58. From the above description of the state of education it will be seen that the need for secondary or higher education has not yet arisen.

59. The following table gives the attendance at the various schools throughout the divisions as on 1st December, 1923.

SCHOOLS.

Division.	Govt.	Native Administration.	Mission.	Hedge (estimated).
Mamfe	101	382	—	376
Bamenda	106	63	105	200
Kumba	231	220	—	2,000
Victoria	422	125	503	100
Totals ..	860	790	608	2,676

60. A vacation course for teachers was held by the Inspector of Schools at Buea and was attended by the government, native administration, and mission teachers. Special lectures were given by the Resident, the medical officer and manager of the missions.

X. PUBLIC HEALTH.

61. The Cameroons Province is at present divided into four medical areas, which correspond roughly with the natural features of the country: (1) the sea-coast of Victoria and plantations in the neighbourhood; (2) the hill station of Buea with Kumba; (3) the river plain of the Cross River (Mamfe division); (4) the table-land area of Bamenda. Medical officers are stationed when available at Bamenda, Mamfe, Buea and Victoria, with a native dispenser attached to each station. It may be said that each of these areas has its localized diseases and sanitary problems. These are but slightly affected by the ex-German hospital and sanitary arrangements, as the areas which have to be served by the stations are very extensive, and the bulk of the people not advanced in questions of public health. The natural advantages of the country, it being for the most part of a mountainous nature with a relatively low temperature and good natural drainage and water supply, counteract many of the evils which would otherwise flourish.

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62. In the forest area the soil is mainly clay, and natural drainage poor; there is no attempt among the natives to instal any system of soil-disposal, other than shallow pits scratched in the jungle close to the village, and with no regard to the source of drinking-water, which is generally the nearest stream. It is understood that the " street-system " of villages throughout this area was the invention of the Germans for political reasons. A description of a typical village may be of service; a wide road, beaten flat by constant traffic, along which the town extends on either side with as few breaks as possible to avoid separate walls and roofs in construction of the houses; the length of this street is limited only by the number of inhabitants, and forms a tunnel along which ventilation is only possible in the line of the street; the houses, low and dark, built flimsily of wattle and daub, with poorly-thatched roofs; lighted and ventilated, as a rule, only by a low door at front and back; no shade along the road, which may run for three miles through a village of this type; no trenching in front of or behind the houses and clearing of bush behind, so that all refuse and night-soil is deposited a few yards from the dwelling. Cultivation is, as a rule, some distance from the village, so that the village does not obtain the benefit of cleared and clean ground around it. Throughout the area, a common source of income appears to be pig-breeding, these animals being neither fed nor penned and drawing their food from jungle-weeds and village garbage with free access to either.

The staple food of the people is the bulb of the " coco-yam " arum lily, which is a bulky and perishable article of small nutritive value. It is, however, fairly easy of cultivation, though there appears to be large areas where the true yam, as well as maize, could be grown. Around the food question revolves the vital and vicious circle of infant mortality. This depends on the well-being of the expectant mother, whose status appears to be low in the Cameroons, where all the manual labour of the farm and the house falls to her share. The people themselves are most anxious to seek treatment for their children, who come to the local dispensary in large numbers for medicine, and every case serves as a text for impressing the value of simple measures in feeding and cleanliness, which the parents appreciate. On the other hand, the great majority of the people appear to be chronically underfed, and women overworked while young, and neglected when old; the staple diet is inadequate for young children and the sick, who fall an easy prey to such complaints as ulcer, skin diseases and intestinal parasites.

63. In Bamenda the country possesses great assets in being well drained, with a temperate climate, and in possessing good food supplies. Large quantities of potatoes, introduced by the Germans, are grown by the natives for their own consumption. The hilly nature of the division has prevented the collection of villages along the main roads, and the settlements are farms

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placed where best suited for tillage. The water-supply is abundant and fairly free from contamination, being from mountain streams; and the general type of native sturdy and markedly free from the chronic ailments that are seen in the forest area drained by the Cross River.

64. The system of plantations around Victoria has hitherto employed large numbers of natives, but the number now employed is less than formerly. These men and boys receive free medical treatment in hospitals, of which there is one on every plantation, with native dressers and attendants under the supervision of the medical officer. There have been no widespread epidemics and a remarkable absence of diseases attributable to the nature of the work. Serious cases can be transferred to hospitals at Buea or Victoria, directly under the supervision of the medical officer.

65. Throughout the Cameroons the people have willingly submitted to vaccination and to medical instructions regarding isolation and treatment of infectious cases. A large number of cases of acute broncho-pneumonia occurs at "the change of season," from the dry to the wet, and vice versa; the natives themselves attribute this to the effects of the influenza epidemic of 1918. It is probable that the infection of that epidemic will linger for some time, especially in the areas of overcrowding and heaviest rainfall. It is hoped to establish small dressing-stations, of the nature of "aid-posts," under the direction of the medical officers and staffed by natives, sufficiently trained to use simple remedies, who will advise the local inhabitants in sanitary measures. With improved communications it will assuredly be found that not only will the people be able to seek medical advice more freely, but that the freer exchange of commodities will raise the standard of living and increase the food supply, with improvement of the health of children. The fact that the birth-rate is low does not appear to be due to venereal disease, few cases of which are seen except in the stations, where they appear to be imported and do not go with a system of professional prostitution. Promiscuous relations seem generally due to the inability of the man to pay the dower asked for a girl, who may thereupon decide to live with her "friend" for a period, depending on his whim or means. As such union gives her no claim on the children, the discarded woman has to find another refuge, having no independent means. The practice of holding the children of a marriage in bond to the woman's parent until the whole dower is paid has also an adverse effect on the increase of families; and as the man in a position to afford several wives is usually elderly, there are few children in proportion born to him, with the added disadvantage that the offspring of the young and healthy women of a village may be nearly related by blood.

66. Throughout the Cameroons the natives avail themselves willingly of medical advice and treatment and appreciate the

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superiority of European methods to their own, though, as elsewhere, they often delay coming to hospital until their own methods have proved unavailing, and are disappointed that the white man's cure is not more swift and spectacular. For this reason the majority of patients who are willing to undergo prolonged treatment in Government hospitals are surgical rather than medical cases.

However, there is a general absence of religious prejudice, and no cases have been seen where European treatment was objected to ; and with the disappearance of distrust of the administration, the chiefs welcome the visits of a medical officer, bringing in cases for advice and treatment and co-operating in public health measures.

A report from the Director of Medical and Sanitary Services is annexed, giving such information as is available in regard to the incidence of certain tropical diseases. As in the Protectorate of Nigeria, there is no organisation for the collection of vital statistics, and no figures are available to show the birth and death rates and the rate of infant mortality.

XI. LAND TENURE.

67. The legal position is explained in paragraph 47 above. The matter is not at present one of any urgency. Except in the far south of the territory, the impact of foreign influences and ideas has not been felt, and the very many differing tribes or clans know their own boundaries, each village holding the land communally. Land disputes occur ; in the north they are usually questions of suzerainty, in the centre they are more often connected with the ownership of oil palm groves, or even individual trees. These disputes are in practice settled executively by the district officer after going into the history of the case and starting from before German times. In important cases the decision is referred to the Resident for confirmation. Thus, over 95 per cent. of the total area of the province communal tenure is the rule, alienation of land is not known, and there are no non-natives present to complicate the situation.

68. The Forest Law is contained in Chapter 95 of the Nigerian Ordinances. Commercial exploitation of the forests at present consists solely in the cutting down by natives of a few cam-wood trees in the Mamfe division for sale as a cosmetic—a purely local and native trade.

XII. MORAL, SOCIAL AND MATERIAL WELFARE.

69. If local administrative work during 1923 has been unostentatious, it has not the less been solid and progressive. As mentioned in paragraph 7 of this report, the staff has devoted its energies to building up the native administrations. Many years must elapse before the machinery becomes perfect, but already the difference is marked.

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70. This policy is based on the belief that it is the one best adapted to ensure the moral and material welfare of the people of the country and their social progress by permitting development on their own racial lines, and entrusting them with the fullest possible measure of self-government compatible with the maintenance of law and order among the widely divergent elements making up the population. It provides also for the recognition of native organisations—political, judicial, social and religious—composed entirely of the chiefs, elders and people themselves, in which each individual finds an outlet for his aspirations, and, it is to be hoped, a means for his self-training. Such a system in practice necessarily entails at its inception a crudeness in the details of administration, even to the extent of a certain maladministration of justice. It does not facilitate the rapid economic and material development of the country in the interests of the mandatory power, and contains a certain amount of make-believe and unseemliness which is repugnant to the matter-of-fact European.

71. The Germans, by their administrative policy, had in many cases done their best for some ten years to break down all tribal machinery of a useful nature. Indigenous organisation amongst the more uncivilised tribe was not enquired into, or, if it was, there is evidence to show that in many cases it was ignored and not utilised. Village and hamlet heads more often than not were directly responsible to the German political officers for the villages they were made to represent, and villages were often bodily transplanted from the sites they originally occupied to a position selected for them by the Germans on some main road. In other cases, in tribes where the clan system was strongly developed, and where the clan chief was sufficiently powerful to offer an organised and well-planned resistance to the German soldiery, after the submission of the chief, his country was split up and his villages and hamlets were placed under village headmen to whom they owed no allegiance. As a result of this action it is in some cases most difficult to extract information concerning ancient tribal machinery, particularly where fetish and cannibalism played an important part. For malpractices connected with ju-ju the natives have in the past been heavily punished by patrols and other means; in consequence, they are now in some cases suspicious when subjected to a detailed enquiry as to their ancient customs. And it is these customs of the past, the ancient form of political organisation, the jurisdiction and powers of chiefs or councils, the genealogies of the founders of the clan, which must be elucidated before a stable form of native administration can be reconstructed.

72. Thus, the inauguration of native administration on the lines indicated involves the resuscitation of the indigenous form of government, the consolidation of tribal units, the selection of the rightful tribal or clan chief, his installation with appropriate

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ceremonial, or, in other cases, the re-establishment of the clan council, together with the definition of the jurisdiction and powers of the chief or council and their responsibility to the divisional officer ; the latter then acts as the adviser of such chiefs or councils, educating and controlling them, keeping his finger on the pulses of native life, and guiding the people, through their own channels, into the paths of progress, so that they may be in a better position to resist the process of denationalisation and demoralisation which inevitably sets in when an unorganised native society is brought into close contact with the modern world. This system of indirect administration, even where no outward semblance of a native system of government can at the present moment be discerned, is no mere theory, but is the successful practice over the greater part of Nigeria, whether amongst organised Muhammadan communities or amongst primitive pagan tribes.

73. Necessary adjuncts to any system of local administration are a certain control over justice, finance and education, and this is provided for and is in process of realisation.

74. Before the coming of the European, in many parts of the country the judicial system was highly developed. In the Fontem area of the present Mamfe Division, for instance, each village had its meeting-house where disputes were settled by the village head, assisted by the Nchuti and two or three Bakum (plural of Nkem) selected from the leading members of the community, and given their titles by the clan chief. If a litigant was not satisfied with the finding of the Council presided over by the village head, he would go to the clan chief, who would, if he considered it necessary, re-try the case in the presence of the village head. In this case the Council of the clan chief acted as a court of appeal. The meeting-houses where cases were tried still exist. The internal dimensions of one such are 42 feet by 45 feet and a height of 25 feet. The walls and ceiling are completely panelled with bamboos, special recesses are provided to seat the village heads, and the building is covered by a dome-shaped roof. The building will easily accommodate over 300 people.

In the particular case of the Fontem area there was another meeting-house for women only. Here the head woman of the town presided ; she bore the title of Mafaw, and all disputes amongst the women, whom she ruled with a rod of iron, were decided by her. The Mafaw always carried a horsetail with a highly decorated handle of beads.

75. On the arrival of the Germans they appear to have made no use of the indigenous machinery of justice but to have destroyed it as far as was possible. For the native system they substituted direct appeal to the administration itself, thus nullifying the powers of the chiefs and elders, destroying the native system of government, and setting up in its place the direct rule of individual Europeans, perforce ignorant of the local languages, unversed

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in native law and custom, and all too few in numbers to cope with the work, though enough to break down the native system and to dishearten the true elders amongst the people.

76. The system of native courts introduced under proclamation dated 10th June, 1916, has been discussed at the commencement of this report. This introduction has proved entirely successful, and the courts are now conducted with a dignity and restraint that is a pleasing contrast to the tumult of even two years ago. Fully 90 per cent. of all criminal cases and practically all civil cases are heard in these courts.

By this means a high degree of order is maintained by the people themselves, and every individual can have his claims adjusted by his elders and within easy distance of his home.

77. The system of native treasuries ensures that a certain proportion of the revenue shall be spent within the area from which it is derived for the direct benefit of those who contributed that revenue. It is also the beginning of an education in public finance.

Since 1st April, 1922, there has been set up in each of the four divisions of the Cameroons Province a native treasury, at present, and for some time to come, under the direct control of the divisional officer. These native treasuries derive their funds from the fees and fines of the native courts and, at present, one-third* of the proceeds of the Capitation Tax levied within the division. From these revenues are paid the salaries of district and village heads, of the presidents and members of the native courts, the schoolmasters and all other employees of the native administrations. Out of a total of 919 officials, 795 are natives of the Cameroons, almost all of whom are paid by the native administrations. In addition, the native treasuries find the money for the maintenance of all native court prisoners in the Government gaols, as also for all public works other than motor roads and purely Government buildings. In this expenditure the people are directly concerned ; in varying degrees they are entrusted with public moneys, and at no distant date they will be entrusted with the framing of the budget and the custody of the funds, even as is the case to-day in the more advanced northern provinces of the adjoining territory of the mandatory power.

78. The other principal plank in the platform of native administration is that of education, which is referred to in paragraph 50. In this great developments may be expected in the near future, when not only the funds but also the staff will be provided by the people themselves. They already provide the funds and the driving power, but qualified teachers are as yet lacking from amongst the natives of the country.

* Changed to a half and half division for 1924–25.

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XIII. PUBLIC FINANCES.

79. The budget of the province is separate from that of Nigeria. The estimates are prepared yearly by the Lieutenant-Governor of the Southern Provinces, who submits them to the Governor of Nigeria; they are not operative until they have received the final approval of the Secretary of State. As the revenue of the province does not balance the expenditure, Nigeria makes a grant-in-aid, which in this financial year, that is, 1st April, 1923, to 31st March, 1924, amounts to £79,000. The total amount of these grants from 1st April, 1916, to 31st March, 1924, is estimated at £245,265.

80. The following is a schedule of the actual receipts and expenditure for the financial year ended 31st March, 1923:—

Revenue.	£
1. Licences and Internal Revenue	3,462
2. Fees of Court, etc. ..	10,936
3. Miscellaneous	2,642
4. Customs	17,536
5. Post and Telegraphs ..	1,036
6. Marine	635
7. Rent of Government Property	244
8. Direct Taxes (66⅔ per cent. share)	19,808
Subsidy (actual) from Nigerian Funds ..	50,057
	£106,356

Expenditure.	£
1. Pensions and Gratuities	5,180
2. Provincial Administration	20,578
3. Treasury	350
4. Posts and Telegraphs..	5,934
Do. (special).. ..	2,210
5. Civil Police	8,705
6. Prisons	1,632
7. Agriculture	1,001
8. Medical..	9,244
9. Education	2,923
10. Customs	1,962
11. Marine	7,267
Do. (special).. ..	358
12. West African Frontier Force Nigeria Regiment	19,396
13. Miscellaneous	4,206
14. Public Works	5,105
15. Do. (recurrent) ..	3,885
16. Public Works Extraordinary	6,420
	£106,356

Revenue brought to account.	£
1916	14,646
1917	49,454
1918	39,092
1919	46,142
1920	57,832
Jan.–March, 1921	6,102
1921–22	51,574
1922–23	56,299
Total ..	£321,141

Expenditure brought to account.	£
1916	16,246
1917	62,487
1918	60,945
1919	59,892
1920	70,128
Jan.–March, 1921	22,691
1921–22	102,205
1922–23	106,356
Total ..	£500,950

Actual charge on Nigerian funds from 1916 to 31st March, 1923, equals £179,809.

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The actual figures of revenue and expenditure for the financial year 1923–24 will not be available for several months, but it is estimated that the excess of expenditure over revenue will be £65,456.

Each department controls its own finances, but excesses of expenditure over the estimated amount must receive special sanction. Accounts are carefully scrutinised by the Nigerian treasurer.

81. The following are the actual receipts and expenditures of each native treasury during 1923 :—

Bamenda.

Revenue.	£	Expenditure.	£
Poll Tax (33⅓ per cent. Share)	1,684	District Heads	431
Jangali	192	Village Heads	455
Native Court Fees	616	Judicial (Sitting Fees—Scribes, Messengers, etc.)	461
Native Court Fines	96	Treasury	18
Market and Cattle Tolls	144	Prisons	122
Miscellaneous	6	Transport	25
		Repairs—Roads and Buildings	243
		Education	155
		Miscellaneous	88
	£2,738		£1,998

Kumba.

Revenue.	£	Expenditure.	£
Poll Tax (33⅓ per cent.)	2,293	District Heads	404
Native Court Fees	782	Village Heads	616
Native Court Fines	411	Judicial	760
Miscellaneous	16	Treasury	22
		Prisons	109
		Repairs—Roads, etc.	135
		Education	320
		Miscellaneous	125
	£3,502		£2,491

Mamfe.

Revenue.	£	Expenditure.	£
Poll Tax	1,768	Village Heads	394
Fees, Native Court	1,111	Judicial	1,677
Fines, Native Court	320	Treasury	72
Miscellaneous	66	Prisons	125
		Transport	66
		Repairs—Buildings, etc.	232
		Education	493
		Miscellaneous	102
	£3,265		£3,161

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Victoria.

Revenue.	£	Expenditure.	£
Poll Tax	1,833	District Heads	288
Fees, Native Court ..	824	Village Heads	359
Fines, Native Court ..	265	Judicial	876
Miscellaneous	141	Treasury	48
		Transport	8
		Repairs—Buildings, Roads, etc.	406
		Education	167
		Sanitary	21
		Miscellaneous	85
	£3,063		£2,258

The total native administration revenue in 1922–23 was £12,268 and the expenditure £9,908. For the year 1924–25 these figures are estimated at £17,841 and £16,959 respectively.

82. The mandatory power has been asked to furnish detailed figures showing how much is being spent directly in the interests of the natives. Four copies of the estimates of the Cameroons Province for the year 1924–25 are forwarded with this report. The actual expenditure for 1922–23 is shown therein. With the exception of the bulk of the sums spent on recurrent and extraordinary public works, more than 80 per cent. of this expenditure must be classified as indirect.

Four copies of 1923–24 native treasury estimates are also forwarded with this report. The 1924–25 estimates are not yet printed. The estimated expenditure is shown and, as 1922-23 was the first year of the existence of these treasuries and the estimates experimental, the figures are shown as one lump sum against each head of expenditure. It will be seen that practically all revenue is derived from poll tax and the native courts. Part of the revenue is used to bear the cost of the salaries of the district and village heads. The remainder is spent on the efficient maintenance of the necessary machinery of a *native administration*, *i.e.* the Administration of Justice (the people's native courts), police, prisons, repairs to roads, bridges and buildings, education and sanitation. It is therefore contended that all this expenditure is incurred directly in the interests of the natives. The Commission can, however, peruse the estimates and frame its own meaning of the word "direct." For 1924–25 it has been decided that government and the native administration shall share the tribute tax on a 50 per cent. basis. This means that upwards of an additional £3,000 will be available to native administrations for expenditure on useful and necessary lines.

83. The method of assessment and collection of the capitation tax is as follows :—A unit, which may be a tribal area consisting of several clans with affinities, or a district under a chief, is selected. Each hamlet or village is visited by the political officer, and a careful census is made with the aid of the district head or clan chief and the hamlet head. On all occasions the

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education of the native administration officials is considered a matter of the greatest importance. Detailed records are compiled giving the name of each taxpayer, the number of his wives and children, his trade and occupation, his religion and degree of education, and his livestock. The permanently disabled and the infirm due to old age are also noted and are excused taxation.

84. The sylvan wealth of the district is carefully studied. The degree of skill attained in agriculture, the fertility of the soil, and the area under cultivation are all subjects for investigation. The political officer, being in possession of these facts, is then in a position to gauge the general wealth of the community, and is competent to criticise the capitation tax imposed under the German regime. In most cases this was found to be between 3 and 6 per cent. of the annual earnings of the taxpayer. Owing to trade depression and the gradual decrease in the value of the silver mark, the rate of tax imposed since the British occupation has only on a few occasions been increased. The Cameroons native, therefore, cannot be said to be overburdened with taxation which does not exceed an income tax of 1*s.* 6*d.* in the £.

85. The assessing officer's report is then forwarded to the Resident for his comments. Copies are also forwarded to the Secretary for Native Affairs and the Lieutenant-Governor for the latter's approval. It will be seen, therefore, that only after the closest scrutiny do the proposals of the assessing officer come into force.

86. The actual collection of the tax is in the hands of the people's natural representatives, the clan chiefs and village heads, who are informed by the divisional officer of the amount of tax which each taxpayer in their respective areas has to pay. The chiefs then collect the tax from the people, each individual taxpayer being given a receipt, which takes the form of a metal disc with the amount and year stamped thereon. The tax is then brought in to divisional headquarters by the chiefs, who obtain a receipt from the local treasury. Of the amount brought in each village head receives 10 per cent. as his salary for the year. The clan chiefs are on fixed stipends. The tax throughout the province is paid with the minimum of trouble and delay.

XIV. DEMOGRAPHIC STATISTICS.

87. The following are the latest figures for each of the four divisions :—

Division.	Total Population.	European Officials.	European Non-officials, Males.	European Females.
Kumba	66,155	2	7	2
Bamenda	187,862	19	1	—
Mamfe	61,078	3	—	—
Victoria	32,627	13	25	7
Total	347,722	37	33	9

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88. Amongst the pagan population polygamy is the rule, but with the exception of a few big chiefs it is on a moderate scale. No registration of births, deaths or marriages has as yet been established, nor is control exercised over emigration and immigration. As a whole, the male population is sedentary, only moving on short trading expeditions or to work on the plantations. There is no emigration and but little immigration.

XV. GENERAL INTERNATIONAL CONVENTIONS.

89. As regards the request for a list of General International Conventions applied to the British Sphere of the Cameroons it must be remembered that there is no legislation applied to the Cameroons apart from Nigeria, except the five proclamations set out in the second schedule to the British Cameroons Administration Ordinance, 1924, which deal entirely with the disposal of ex-enemy property.

90. A number of Nigerian ordinances have been applied to the Cameroons, and it is only in so far as these ordinances provide for the application of commercial treaties to Nigeria that such treaties are applied to the Cameroons.

91. Section 11 of the economic clauses in the various Treaties of Peace provides that only the commercial treaties therein mentioned are to be applied for the future between the central power concerned and the allied and associated powers party thereto.

92. Of the treaties enumerated in that section, the following have been applied to the British Cameroons by virtue of the extension to that territory of the provisions of certain Nigerian ordinances :—

(*a*) The Berne Convention of 26th September, 1906, for the suppression of night work for women. The provisions of this Convention were incorporated in the Northern Nigeria Employment of Women Proclamation, No. 8, of 1912, which is now Chapter 72 of the Laws of Nigeria. This ordinance applies only to that portion of the British Cameroons which is incorporated in the Northern Provinces.

(*b*) The Berne Convention of 26th September, 1906, concerning the prohibition of the use of white phosphorus in the manufacture of matches. As a consequence of this Convention, legislation was passed both in Southern Nigeria and in Northern Nigeria (The White Phosphorus Matches Prohibition Ordinance, 1911, and

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The White Phosphorus Matches Prohibition Proclamation, Chapter 34, of the Laws of Northern Nigeria). Both these enactments were repealed by the Criminal Code Ordinance (Cap. 21), and the subject matter of the Convention is dealt with in section 248 of the Criminal Code.

By section 50 (1) of the Customs Ordinance (Cap. 130) matches made with white phosphorus are prohibited imports.

Both the Criminal Code Ordinance and the Customs Ordinance are in force in the British Cameroons.

(*c*) Conventions of 18th May, 1904, and 4th May, 1910, regarding the suppression of the White Slave Traffic.

The objects of this Convention are in part achieved by the provisions of sections 223, 224, 225, 226, 227, of the Criminal Code.

(*d*) Convention of 4th May, 1910, regarding the suppression of obscene publications.

Section 232 of the Criminal Code and section 50 (h) of the Customs Ordinance are in point.

(*e*) The Opium Convention signed at the Hague on 23rd January, 1912, and brought into force by Article 295 of the Treaty of Peace with Germany, is applied to the British Cameroons by Part II of the Drugs and Poisons Ordinance (Cap. 50).

(*f*) The General Act of the Brussels Anti-Slavery Conference of 1890 is dealt with in the Slavery Abolition Ordinance (Cap. 83) and the provisions of the Criminal Code regarding slave-dealing. The Slavery Abolition Ordinance applies to the British Cameroons as if the whole of that territory were within the Southern Provinces of the Protectorate of Nigeria.

(*g*) The Convention for the control of the trade in arms and ammunition, which was signed at Saint Germain on 10th September, 1919, is embodied in the Arms Ordinance (Cap. 132).

(*h*) The stipulations concerning the trade in spirits, contained in the Convention of Brussels of 3rd November, 1906, and in the Liquor Traffic Convention signed at Saint Germain-en-Laye on 10th September, 1919, are embodied in the Liquor Ordinance (Cap. 131).

(*i*) The international arrangements relating to extradition of persons charged with extraditable offences is applicable to the British Cameroons, inasmuch as the Fugitive Criminals Surrender Ordinance (Cap. 23) is applied with the proviso that the Ordinance is only to apply in the case of such States as the Governor may from time to time by notice in the " Gazette " direct ; and

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such direction shall only be given in the case of a State with which an arrangement has been made between His Majesty the King and the ruler thereof, under which the Government of Nigeria is to surrender any fugitive criminals to that State or to its protectorates, or to any territory in respect of which a mandate is being exercised by it.

Such arrangements have already been made with France and Belgium.

XVI. VITAL STATISTICS.

93. The census and assessment returns show a total population of 347,722, made up as follows :—

Adult males	108,214
Adult females	130,228
Children	109,280

The following table shows the distribution of the population in the different divisions :—

	Males.	*Females.*	*Children.*	*Total.*
Bamenda ..	60,213	69,486	58,163	187,862
Victoria ..	10,827	15,000	6,800	32,627
Mamfe	19,290	21,687	20,101	61,078
Kumba.. ..	17,884	24,055	24,216	66,155
	108,214	130,228	109,280	347,722

XVII. CUSTOMS.

94. The customs ordinances and regulations, together with other legislation affecting shipping and trade, having been made to apply to the British sphere of the Cameroons, certain difficulties in administration have been finally disposed of. The Nigeria tariff, however, coupled with the fall in the value of the franc, has brought about a disturbing effect on certain articles of import, and has proved a very great incentive to smuggling from the adjoining French territory. An example of this is the trade in cigarettes, which has declined by about one million. Similarly, spirits can be obtained in Duala at so moderate a cost that the trade in British territory has almost ceased to exist.

95. The figures relating to the import trade are :—

	1921.	1922.	1923.
	£	£	£
Value	85,221	52,172	57,869
Duty	5,386	8,487	9,234

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The principal articles of import are :—

Class I.—Food, Drink and Tobacco.

		1921.	1922.	1923.
Ale, beer, etc.	I. galls.	699	1,566	3,108
Cigars and cigarettes	100's.	72,242	13,918	6,319
Fish	cwts.	174	942	1,102
Flour	,,	57	189	445
Gin	I. galls.	246	476	379
Rice	,,	2,458	2,901	2,524
Salt	,,	1,379	3,902	3,072
Sugar	,,	47	110	180
Tea	lb.	70	619	1,485
Tobacco, manufactured and unmanufactured	,,	10,648	13,670	21,134
Wines	I. galls.	273	729	814
Whisky	,,	377	790	593

Class II.—Raw Materials and Articles mainly Unmanufactured.

Kerosine	I. galls.	8,842	24,885	19,938

Class III.—Articles wholly or mainly Manufactured.

Bags and sacks	doz.	608	4,304	3,175
Cotton piece goods	lb.	24,901	36,970	49,150
Hosiery and underclothing	,,	2,161	3,111	5,424
Matches	gr. bxs.	294	309	1,431
Motor spirit	I. galls.	3,926	5,915	9,708
Soap	cwts.	215	565	549
Thread	1,000 yds.	633	3,121	4,447
Umbrellas	No.	644	929	451

96. The figures relating to the export trade are :—

	1921.	1922.	1923.
	£	£	£
Value	43,381	140,424	74,363
Duty	1,118	7,904	4,350

The principal articles of export are :—

		1921.	1922.	1923.
Cocoa	cwts.	15,091	64,215	32,718
Coffee	,,	4	532	228
Kola nuts	centals	5,793	243	160
Palm kernels	tons	251	123	188
Palm oil	,,	85	55	57

The decline in the quantity of cocoa exported as compared with 1922, is explained by the fact that the plantations disposed first of the remainder of the 1920 and 1921 stocks. In addition, the fall in prices during the year was so serious that the producer made no attempt to bring in supplies.

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Shipping.

97. The number and tonnage of vessels which entered and cleared at Victoria were as follows :—

Nationality.	Entered.				Cleared.			
	1923.		1922.		1923.		1922.	
	No.	Tonnage.	No.	Tonnage.	No.	Tonnage.	No.	Tonnage.
British ..	50	116,575	56	109,263	50	116,575	56	109,263
French ..	—	—	4	3,438	—	—	4	3,438
Dutch	—	—	5	8,179	—	—	5	8,179
German ..	18	42,069	6	15,184	18	42,069	6	15,184
Spanish ..	3	105	2	40	3	105	2	40
Portuguese ..	1	120	—	—	1	120	—	—
	72	158,869	73	136,104	72	158,869	73	136,104

Preventive Service.

98. The three stations (Tiko, Mpundu and Mundame) have had a full year's working, the revenue collected having been £1,743 and the expenditure involved £897. The boundary to the south (the Mungo River) presents many difficulties, but perhaps not more so than the many miles of border to the north, and it is probably correct to say that the goods which entered at these three stations represent only a fraction of what has passed across the frontier. The demarcation of the boundary between the British and French spheres of influence has resulted in dividing certain of the territory and separating certain of the inhabitants in such a way that a customs barrier is in some cases misunderstood, while in others it is resented, and some considerable time must elapse before the principle can be accepted without demur.

The quantities (in tons) of produce exported by canoe and lighter to French territory through these stations were :—

Station.	*Cocoa.*	*Palm Kernels.*	*Palm Oil.*	*Ground Nuts.*	*Total.*
Mundame	138	39	3	0·2	180·2
Mpundu	132	15	1	—	148·0
Tiko	8	13	1	2·0	24·0
	278	67	5	2·2	352·2

XVIII. POLITICAL SITUATION.

99. Peace and order have reigned during the whole year. As already mentioned, taxes are paid with promptitude and the chiefs and people are daily becoming more and more in sympathy with the new order of things. Great progress has been made in the training of the chiefs as rulers. Extensive touring has been carried out and all the reports from the political staff endorse the fact that the people are happy and contented under British rule.

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COMPARATIVE STATEMENT OF THE ESTIMATED AND ACTUAL REVENUE OF CAMEROONS PROVINCE FOR THE YEAR 1922–23.

Heads and Sub-Heads.	Estimated.	Actual.	Over.	Under.
CAMEROONS PROVINCE.				
HEAD I.				
LICENCES & INTERNAL REVENUE.	£	£ s. d.	£ s. d.	£ s. d.
Licences :—				
1. Gun	40	24 3 7	—	15 16 5
2. Liquor	120	120 0 0	—	—
3. Traders'	1,000	330 0 0	—	670 0 0
4. Game..	200	139 17 11	—	60 2 1
Other Internal Revenue :—				
6. Provincial Court Fines ..	300	174 12 7	—	125 7 5
7. Fines, Departmental ..	20	26 10 5	6 10 5	—
8. Cameroons Revenue, Share of 3 per cent. on Plantation Revenue, Government Supervision	1,000	2,647 0 3	1,647 0 3*	—
Total .. .. ..£	2,680	3,462 4 9	1,653 10 8	871 5 11
	Less Shortage ..		871 5 11	
	Nett Excess		782 4 9	
HEAD 2.				
FEES OF COURT: PAYMENT FOR SPECIFIC SERVICES AND REIMBURSEMENTS-IN-AID.				
Fees, Receipts and Sales :—				
5. Provincial Court Fees ..	50	40 16 6	—	9 3 6
6. Forestry Department ..	100	116 5 0	16 5 0	—
7. Hospital Receipts	5	14 7 5	9 7 5	—
8. Ice (Victoria)	150	157 2 6	7 2 6	—
9. Prison Department ..	2	61 9 8	59 9 8	—
10. Public Works Department (Sale of Stores)	20	43 15 0	23 15 0	—
Reimbursements-in-Aid :—				
12. Medical, Refund by Plantations	5,048	3,788 . 4 8	—	1,259 15 4
17. Marine, Refund by Plantations for Services rendered	5,737	5,737 0 0	—	—
18. Posts and Telegraphs, Refund by Plantations, Telephone Upkeep	292	293 15 0	1 15 0	—
19. Police, Refund by Plantations	160	160 0 0	—	—
20. Prisons, Refund by Native Administrations	320	522 18 7	202 18 7	—
Total .. .. ..£	11,884	10,935 14 4	320 13 2	1,268 18 10
	Less Excess		.. ..	320 13 2
	Nett Shortage ..		.. ..	948 5 8

* Under-estimated.

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ACTUAL REVENUE—*continued.*

Heads and Sub-Heads.	Estimated.	Actual.	Over.	Under.
HEAD 3.				
CUSTOMS.	£	£ s. d.	£ s. d.	£ s.
1. Specific Duties	7,500	5,908 1 3	—	1,591 18 9
2. Ad valorem Duties ..	2,500	3,170 11 7	670 11 7*	—
3. Export Duties	3,500	8,217 1 4	4,717 1 4†	—
4. Overtime and Shipping Fees	350	184 0 0	—	166 0 0
5. Produce Inspection Fees ..	—	14 0	14 0	—
6. Warehouse and Customs Fees	100	55 0 0	—	45 0 0
Total .. .. ..£	13,950	17,535 8 2	5,388 6 11	1,802 18 9
		Less Shortage ..	1,802 18 9	
		Nett Excess ..	3,585 8 2	
HEAD 4.				
POSTS AND TELEGRAPHS.				
1. Sale of Stamps, Registered Envelopes, etc.	650	450 16 2	—	199 3 10
2. Commission on Money Orders and Postal Orders ..	40	17 19 11	—	22 0 1
3. Transmission of Telegrams	400	368 8 5	—	31 11 7
4. Telephone Rentals ..	20	87 17 4	67 17 4	—
5. Postage on Parcels from other Countries	100	108 1 8	8 1 8	—
6. Telegraphic Abbreviated Addresses	2	2 0 0	—	—
7. Miscellaneous	5	1 4 0	—	3 16 0
Total .. .. ..£	1,217	1,036 7 6	75 19 0	256 11 6
		Less Excess	.. ..	75 19 0
		Nett Shortage	.. ..	180 12 6
HEAD 5.				
MARINE.				
1. Government Craft (Public Services)	350	582 13 9	232 13 9	—
2. Miscellaneous	20	52 10 11	32 10 11	—
Total .. .. ..£	370	635 4 8	265 4 8	—
		Nett Excess	265 4 8	
HEAD 6.				
RENT OF GOVERNMENT PROPERTY.				
1. Crown Land and Buildings	280	244 8 0	—	35 12 0
Total .. .. ..£	280	244 8 0	—	35 12 0
		Nett Shortage	.. ..	35 12 0

* Revision of Tariff. † Increased Exports.

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ACTUAL REVENUE—*continued.*

Heads and Sub-Heads.	Estimated.	Actual.	Over.	Under.
HEAD 7.				
DIRECT TAXES.	£	£ s. d.	£ s. d.	£ s. d.
1. Poll Tax	16,000	19,024 4 2	3,024 4 2*	—
2. Jangali	100	783 6 8	683 6 8*	—
Total .. .. ..£	16,100	19,807 10 10	3,707 10 10	—
	Nett Excess ..		3,707 10 10	
HEAD 8.				
MISCELLANEOUS.				
2. Miscellaneous	150	2,525 7 9	2,375 7 9†	—
3. School Fees	250	116 19 6	—	133 0 6
Total .. .. ..£	400	2,642 7 3	2,375 7 9	133 0 6
	Less Shortage ..		133 0 6	
	Nett Excess		2,242 7 3	
SUMMARY.				
1. Licences and Internal Revenue	2,680	3,462 4 9	782 4 9	—
2. Fees of Court or Office, etc.	11,884	10,935 14 4	—	948 5 8
3. Customs	13,950	17,535 8 2	3,585 8 2	—
4. Posts and Telegraphs ..	1,217	1,036 7 6	—	180 12 6
5. Marine	370	635 4 8	265 4 8	—
6. Rent of Government Property	280	244 8 0	—	35 12 0
7. Direct Taxes;	16,100	19,807 10 10	3,707 10 10	—
8. Miscellaneous	400	2,642 7 3	2,242 7 3	—
Grand Total .. ..£	46,881	56,299 5 6	10,582 15 8	1,164 10 2
	Less Shortage ..		1,164 10 2	
	Nett Excess		9,418 5 6	

* Under-estimated.

† Including recoveries in respect of previous years, and also refund in respect of Woermann Linie Pier, £1,975.

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COMPARATIVE STATEMENT OF THE ESTIMATED AND ACTUAL EXPENDITURE OF CAMEROONS PROVINCE FOR THE YEAR 1922–23.

Heads and Sub-Heads.	Estimated.	Actual.	Excess.	Saving.	Supplementary Provision.
HEAD 1. PENSIONS & GRATUITIES.	£	£ s. d.	£ s. d.	£ s. d.	£ s. d.
1. Pensions—General ..	6,405	5,149 19 2	—	1,255 0 10	—
2. Gratuities	—	30 0 0	30 0 0	—	30 0 0
Total .. ..£	6,405	5,179 19 2	30 0 0	1,255 0 10	30 0 0
		Less Excess	.. ..	30 0 0	
		Nett Saving	.. ..	1,225 0 10	
HEAD 2. PROVINCIAL ADMINISTRATION.					
Personal Emoluments	17,043	15,552 16 3	—	1,490 3 9*	—
17. Passages	1,560	1,492 18 10	—	67 1 2	—
18. Transport Allowances	780	625 17 0	—	154 3 0	—
19. Travelling Allowances	1,090	1,063 0 1	—	26 19 11	—
20. Bush Allowances ..	300	140 2 3	—	159 17 9	—
21. Station Labour ..	1,500	1,464 6 4	—	35 13 8	—
22. Special Runners, Witnesses and Miscellaneous Expenses ..	150	47 10 0	—	102 10 0	—
23. Presents to Chiefs ..	25	—	—	25 0 0	—
24. Sheriff's Fees	50	—	—	50 0 0	—
25. Uniforms for Messengers	76	64 19 11	—	11 0 1	—
26. Staff of Rest Houses ..	60	58 13 6	—	1 6 6	—
27. Clearing Mungo and Meme Rivers ..	—	67 9 7	67 9 7	—	100 0 0
Total .. ..£	22,634	20,577 13 9	67 9 7	2,123 15 10	100 0 0
		Less Excess	.. ..	67 9 7	
		Nett Saving	.. ..	2,056 6 3	
HEAD 3. TREASURY.					
Personal Emoluments	355	350 8 0	—	4 12 0	—
Total .. ..£	355	350 8 0	—	4 12 0	—
		Nett Saving	.. ..	4 12 0	
HEAD 4. POSTS AND TELEGRAPHS.					
Personal Emoluments	5,308	4,047 15 11	—	1,260 4 1*	—
20. Transport Allowances	90	48 0 0	—	42 0 0	—
21. Travelling Allowances	150	103 5 0	—	46 15 0	—
22. Overtime Fees ..	100	69 3 6	—	30 16 6	—
23. Transport	100	189 3 4	89 3 4	—	100 0 0
24. Maintenance of Telegraphs	1,100	620 7 11	—	479 12 1	—
25. Maintenance, Postal ..	200	89 14 6	—	110 5 6	—
26. Maintenance of Telephones	250	65 16 6	—	184 3 6	—
27. Mail Services	500	307 19 5	—	192 0 7	—
28. Contingencies	20	2 11 0	—	17 9 0	—
29. Passages	300	137 7 6	—	162 12 6	—
30. Books and Forms, etc.	300	239 10 6	—	60 9 6	—
31. Uniforms	100	12 18 10	—	87 1 2	—
Total .. ..£	8,518	5,933 13 11	89 3 4	2,673 9 5	100 0 0
		Less Excess	.. ..	89 3 4	
		Nett Saving	.. ..	2,584 6 1	

* Establishment not filled.

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ACTUAL EXPENDITURE—*continued.*

Heads and Sub-Heads.	Estimated.	Actual.	Excess.	Saving.	Supplementary Provision.
	£	£ s. d.	£ s. d.	£ s. d.	£ s. d.
HEAD 4.—*continued.*					
POSTS AND TELEGRAPHS —*continued.*					
SPECIAL EXPENDITURE.					
33. Reconstruction Nsanar-ati-Ossidinge ..	5,450	2,210 10 7	—	3,239 9 5*	—
Total .. ..£	5,450	2,210 10 7	—	3,239 9 5	—
		Nett Saving		3,239 9 5	
HEAD 5.					
CIVIL POLICE.					
1. Reimbursement to Nigeria of cost of Policing Province ..	8,705	8,705 0 0	—	—	—
Total .. ..£	8,705	8,705 0 0	—	—	—
HEAD 6.					
PRISONS.					
Personal Emoluments	1,672	919 18 4	—	752 1 8	—
7. Prisoners' Rations ..	1,500	441 7 7	—	1,058 12 5†	
8. Tools and Prison Necessaries	500	210 3 1	—	289 16 11	—
9. Uniforms	170	60 10 0	—	109 10 0	—
Total .. ..£	3,842	1,631 19 0	—	2,210 1 0	—
		Nett Saving		2,210 1 0	
HEAD 7.					
AGRICULTURE.					
14. Upkeep of Victoria Botanical Gardens ..	1,000	1,000 12 9	0 12 9	—	0 12 9
Total .. ..£	1,000	1,000 12 9	0 12 9	—	0 12 9
		Nett Excess	0 12 9		
HEAD 8.					
MEDICAL.					
Personal Emoluments	7,953	6,067 1 1	—	1,885 18 11‡	—
14. Sanitary Labour ..	460	450 3 1	—	9 16 11	—
15. Sanitary Equipment ..	300	197 16 10	—	102 3 2	—
16. Diets, Provisions and Necessaries	450	161 7 8	—	288 12 4	—
17. Drugs and Instruments	2,000	1,345 18 0	—	654 2 0	—
18. Transport Allowances	200	75 15 9	—	124 4 3	—
19. Travelling Allowances	200	122 8 6	—	77 11 6	—
20. Passages	520	363 8 5	—	156 11 7	—
21. Vaccine Lymph ..	200	97 16 4	—	102 3 8	—
22. Vaccination Fees to Medical Officers ..	50	44 15 0	—	5 5 0	—
23. Clothing and Bedding	300	249 12 8	—	50 7 4	—
24. Medical Comforts ..	50	47 5 9	—	2 14 3	—
25. Fuel, Light and Sundries	80	20 9 9	—	59 10 3	—
26. Temporary Vaccinators	—	—	—	—	20 0 0
Total .. ..£	12,763	9,243 18 10	—	3,519 1 2	20 0 0
		Nett Saving		3,519 1 2	

* Not completed. † Over-estimated. ‡ Establishment not filled.

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ACTUAL EXPENDITURE—*continued.*

Heads and Sub-Heads.	Estimated.	Actual.	Excess.	Saving.	Supplementary Provision.
	£	£ s. d.	£ s. d.	£ s. d.	£ s. d.
HEAD 9.					
EDUCATION.					
Personal Emoluments	3,229	2,386 10 1	—	842 9 11*	—
11. Passages	130	81 18 6	—	48 1 6	—
12. Travelling Allowances	90	87 3 1	—	2 16 11	—
13. Transport Allowances	14	6 19 0	—	7 1 0	—
14. Office Books and Contingencies	25	2 8 9	—	22 11 3	—
15. Books, Equipment and Apparatus	300	300 13 8	0 13 8	—	0 13 8
16. Empire Day Celebrations	60	57 16 1	—	2 3 11	—
Total .. ..£	3,848	2,923 9 2	0 13 8	925 4 6	0 13 8
		Less Excess	.. ..	0 13 8	
		Nett Saving	.. ..	924 10 10	
HEAD 10.					
CUSTOMS.					
Personal Emoluments	1,826	1,467 14 3	—	358 5 9	—
11. Overtime Fees ..	100	94 13 0	—	5 7 0	—
12. Preventive Service ..	300	208 9 7	—	91 10 5	—
13. Uniforms and Clothing	40	—	—	40 0 0	—
14. Books and Stores ..	20	1 12 7	—	18 7 5	—
15. Passages	130	102 18 4	—	27 1 8	—
16. Travelling Allowances	20	61 18 0	41 18 0	—	60 0 0
17. Transport Allowances	12	2 10 0	—	9 10 0	—
18. Expenses of Boats and Canoes	25	22 13 6	—	2 6 6	—
Total .. ..£	2,473	1,962 9 3	41 18 0	552 8 9	60 0 0
		Less Excess	.. ..	41 18 0	
		Nett Saving	.. ..	510 10 9	
HEAD 11.					
MARINE.					
Personal Emoluments	3,962	4,361 7 11	399 7 11	—	399 7 11
33. General Labour ..	405	381 14 0	—	23 6 0	—
34. Travelling Allowances	40	10 10 0	—	29 10 0	—
35. Passages	260	209 13 4	—	50 6 8	—
36. Boats' Crews	168	167 1 4	—	0 18 8	—
38. Upkeep, Repairs, Necessaries (Marine) ..	920	807 19 6	—	112 0 6	—
39. Coal and Wood Fuel, Labour & Necessaries	505	472 5 8	—	32 14 4	—
40. Oil Fuel	740	693 7 8	—	46 12 4	—
41. Stationery	20	19 19 0	—	0 1 0	—
43. Uniform and Tailoring Materials	50	44 14 3	—	5 5 9	—
44. Upkeep of Lighthouses	240	97 17 9	—	142 2 3	—
Total .. ..£	7,310	7,266 10 5	399 7 11	442 17 6	399 7 11
		Less Excess	.. ..	399 7 11	
		Nett Saving	.. ..	43 9 7	

* Establishment not filled.

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ACTUAL EXPENDITURE—*continued.*

Heads and Sub-Heads.	Estimated.	Actual.	Excess.	Saving.	Supplementary Provision
HEAD 11—*continued.*					
MARINE—*continued.*					
SPECIAL EXPENDITURE.	£	£ s. d.	£ s. d.	£ s. d.	£ s.
45. Replating, Overhaul and Repair of launches "Dikako" and "Salvator" ..	448	357 12 7	—	90 7 5	—
Total .. ..£	448	357 12 7	—	90 7 5	—
		Nett Saving		90 7 5	
HEAD 12.					
WEST AFRICAN FRONTIER FORCE.					
1. Reimbursement to Nigerian Government (Cost of two Companies)	18,200	18,200 0 0	—	—	—
2. Local Transport ..	500	1,196 0 6	696 0 6*	—	750 0
Total .. ..£	18,700	19,396 0 6	696 0 6	—	750 0
		Nett Excess ..	696 0 6		
HEAD 13.					
MISCELLANEOUS.					
1. Transport	2,500	3,131 11 2	631 11 2†	—	1,000 0
2. Typewriters	160	147 15 6	—	12 4 6	—
3. Stationery	600	280 1 8	—	319 18 4‡	—
4. Refund to Nigeria of Advances to meet Deficits	1	—	—	1 0 0	—
7. Charity	70	31 5 0	—	38 15 0	—
8. Expenses of selection of Candidates in England	10	10 0 0	—	—	—
9. Miscellaneous	50	36 7 5	—	13 12 7	—
10. Loss on German Marks	—	423 13 4	423 13 4	—	423 13
11. Refunds	—	145 8 2	145 8 2	—	150 0
Total .. ..£	3,391	4,206 2 3	1,200 12 8	385 10 5	1,573 13
		Less Saving	385 10 5		
		Nett Excess	815 2 3		
Head 14.					
PUBLIC WORKS DEPARTMENT.					
Personal Emoluments	3,593	4,176 3 4	583 3 4	—	583 3
15. Passages	250	404 10 7	154 10 7	—	154 10
16. Travelling Allowances	130	104 10 6	—	25 9 6	—
17. Transport Allowances	186	177 9 2	—	8 10 10	—
18. Labour	400	133 0 9	—	266 19 3	—
19. Books, Forms and Necessaries ..	80	60 14 5	—	19 5 7	—
20. Camp Equipment ..	50	8 8 10	—	41 11 2	—
21. Typewriters	—	39 17 6	39 17 6	—	40 0
Total .. ..£	4,689	5,104 15 1	777 11 5	361 16 4	777 13
		Less Saving	361 16 4		
		Nett Excess	415 15 1		

* Under-estimated. † Under-estimated—More transport. ‡ Reduced Prices.
§ No provision. || Increase in Staff and no provision for reliefs.

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ACTUAL EXPENDITURE—*continued.*

Heads and Sub-Heads.	Estimated.	Actual.	Excess.	Saving.	Supplementary Provision.
HEAD 15.					
PUBLIC WORKS RECURRENT.	£	£ s. d.	£ s. d.	£ s. d.	£ s. d.
A.—Buildings.					
1. Current Repairs, etc., to Government Buildings	2,000	1,993 2 5	—	6 17 7	—
2. Furniture, Officers' Quarters	100	49 0 5	—	50 19 7	—
3. Furniture, Public Buildings	50	50 0 0	—	—	—
4. Temporary Buildings ..	400	405 16 4	5 16 4	—	120 0 0
B.—Communications.					
5. General Maintenance of Roads and Bridges ..	500	574 7 2	74 7 2	—	100 0 0
C.—Waterworks.					
6. Maintenance of Tanks, Wells, and Water Supplies	200	124 19 10	—	75 0 2	—
D.—Miscellaneous.					
7. Tools and Repairs to Plant amd Engineering Stores	200	98 14 11	—	101 5 1	—
8. Foreshores, Walls and Piers	500	515 1 8	15 1 8	—	410 18 3
9. Safes and Specie Boxes	100	74 1 2	—	25 18 10	—
Total .. ..£	4,050	3,885 3 11	95 5 2	260 1 3	630 18 3
		Less Excess	.. ..	95 5 2	
		Nett Saving	.. ..	164 16 1	
HEAD 16.					
PUBLIC WORKS EXTRAORDINARY.					
1. Main Line of Road Communications ..	8,500	5,810 10 0	—	2,689 10 0	—
2. Outstation Buildings at Wum, Kentu, and Menka	300	—	—	300 0 0*	—
3. Quarters, African Staff, Victoria	2,500	—	—	2,500 0 0*	—
4. Completion African Customs Staff Quarters	—	564 11 7	564 11 7	—	630 0 0†
5. Loss and Depreciation of Stores	—	45 5 3	45 5 3	—	45 5 3†
Total .. ..£	11,300	6,420 6 10	609 16 10	5,489 10 0	675 5 3
		Less Excess	.. ..	609 16·10	
		Nett Saving	.. ..	4,879 13 2	

* No work performed. † No provision.

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ACTUAL EXPENDITURE—*continued.*

	Estimated.	Actual.	Excess.	Saving.	Supplementary Provision
SUMMARY.	£	£ s. d.	£ s. d.	£ s. d.	£ s.
1. Pensions	6,405	5,179 19 2	—	1,225 0 10	30 0
2. Provincial Administration	22,634	20,577 13 9	—	2,056 6 3	100 0
3. Treasury	355	350 8 0	—	4 12 0	—
4. Posts and Telegraphs, Recurrent	8,518	5,933 13 11	—	2,584 6 1	100 0
Posts and Telegraphs, Special	5,450	2,210 10 7	—	3,239 9 5	—
5. Civil Police	8,705	8,705 0 0	—	—	—
6. Prisons	3,842	1,631 19 0	—	2,210 1 0	—
7. Agriculture	1,000	1,000 12 9	0 12 9	—	0 12
8. Medical	12,763	9,243 18 10	—	3,519 1 2	20 0
9. Education	3,848	2,923 9 2	—	924 10 10	0 13
10. Customs	2,473	1,962 9 3	—	510 10 9	60 0
11. Marine, Recurrent ..	7,310	7,266 10 5	—	43 9 7	399 7 1
Marine, Special ..	448	357 12 7	—	90 7 5	—
12. West African Frontier Force	18,700	19,396 0 6	696 0 6	—	750 0
13. Miscellaneous	3,391	4,206 2 3	815 2 3	—	1,573 13
14. Public Works Department	4,689	5,104 15 1	415 15 1	—	777 13 1
15. Public Works, Recurrent	4,050	3,885 3 11	—	164 16 1	630 18
16. Public Works, Extraordinary	11,300	6,420 6 10	—	4,879 13 2	675 5
Total .. ..£	125,881	106,356 6 0	1,927 10 7	21,452 4 7	5,118 5
		Less Excess	.. ..	1,927 10 7	
		Nett Saving	.. ..	19,524 14 0	

Summary of Revenue and Expenditure 1916–1922/23.

Year.	*Revenue.*	*Expenditure.*
	£	£
1916	14,646 ..	16,246
1917	49,454 ..	62,487
1918	39,092 ..	60,945
1919	46,142 ..	59,892
1920	57,832 ..	70,129
January–March, 1921 ..	6,102 ..	22,691
1921–1922	51,575 ..	102,205
1922–1923	56,299 ..	106,356
	321,142 ..	500,951
		321,142
		£179,809

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ANNEXURE I.

AT THE COURT AT BUCKINGHAM PALACE,
The 26th day of June, 1923.

Present,
THE KING'S MOST EXCELLENT MAJESTY IN COUNCIL.

WHEREAS by Article 119 of the Treaty of Peace with Germany signed at Versailles on the Twenty-eighth day of June, 1919, Germany renounced in favour of the Principal Allied and Associated Powers all her rights over her oversea possessions, including therein the Cameroons:

AND WHEREAS the Principal Allied and Associated Powers agreed that the Governments of France and Great Britain should make a joint recommendation to the League of Nations as to the future of the said territory:

AND WHEREAS the Governments of France and Great Britain made a joint recommendation to the Council of the League of Nations that a mandate to administer, in accordance with Article 22 of the Covenant of the League of Nations, the territory consisting of that part of the Cameroons lying to the west of the line agreed upon in the Declaration made on the Tenth day of July, 1919, signed by the Right Honourable Viscount Milner, G.C.B., G.C.M.G. (now K.G., G.C.B., G.C.M.G.), one of His Majesty's Principal Secretaries of State, and by Monsieur Henry Simon, Minister for the Colonies of the French Republic, should be conferred upon his Majesty:

AND WHEREAS the Governments of France and Great Britain proposed that the mandate should be formulated in certain terms:

AND WHEREAS His Majesty has agreed to accept the mandate in respect of the said territory, and has undertaken to exercise it on behalf of the League of Nations in accordance with the terms of the mandate:

AND WHEREAS on the Twentieth day of July, 1922, the Council of the League of Nations confirmed the said mandate and defined its terms:

AND WHEREAS it is provided by Article 9 of the said mandate that the Mandatory shall have full powers of administration and legislation in the area subject to the mandate, and that this area (hereinafter in this Order called the British Cameroons) shall be administered in accordance with the laws of the Mandatory as an integral part of his territory and subject to the provisions of the mandate, and that the Mandatory shall be at liberty to apply his laws to the territory under the mandate subject to the modifications required by local conditions, and to constitute the British Cameroons into a customs, fiscal or administrative union or federation with the adjacent territories under his sovereignty or control, provided always that the measures adopted to that end do not infringe the provisions of the mandate:

AND WHEREAS the British Cameroons are adjacent to the Protectorate of Nigeria, and it is expedient that those parts of the British Cameroons which adjoin the Northern and Southern Provinces of that Protectorate shall, subject to the provisions of the mandate, be administered as integral parts of the Northern Provinces and of the Southern Provinces respectively, and shall be constituted into a customs, fiscal and administrative union with that Protectorate:

NOW, THEREFORE, His Majesty, by virtue of the powers by the Foreign Jurisdiction Act, 1890, or otherwise in His Majesty vested, is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows:—

I. This Order may be cited as "The British Cameroons Order in Council, 1923."

II. In this Order, unless the subject or context otherwise requires,—

"His Majesty" includes His Majesty's heirs and successors.

"Secretary of State" means one of His Majesty's Principal Secretaries of State.

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" Governor " means the Governor and Commander-in-Chief for the time being of the Protectorate of Nigeria and includes every person for the time being administering the Government of the said Protectorate.

" Protectorate " means the Protectorate of Nigeria.

III. The portions of the British Cameroons which lie to the northward of the line described in the Schedule to this Order shall, subject to the provisions of the aforesaid mandate, be administered as if they formed part of the Northern Provinces of the Protectorate; and it shall be lawful for the Governor and Commander-in-Chief for the time being of the Protectorate (hereinafter called the Governor), from time to time by Ordinance to provide for the administration of justice, the raising of revenue, and generally for the peace, order and good government of the said portions.

IV. The portion of the British Cameroons which lies to the southward of the line described in the Schedule to this Order shall, subject to the provisions of the aforesaid mandate, be administered as if it formed part of the Southern Provinces of the Protectorate; and it shall be lawful for the Governor, by and with the advice and consent of the Legislative Council of Nigeria from time to time by Ordinance to provide for the administration of justice, the raising of revenue, and generally for the peace, order and good government of the said portion.

V. In the exercise of the powers and authorities hereby conferred upon him, the Governor shall be governed by the provisions of the Orders of His Majesty in Council bearing date the Twenty-first day of November, 1922, and known respectively as the Nigeria Protectorate Order in Council, 1922, and the Nigeria (Legislative Council) Order in Council, 1922, or of any Order or Orders amending the same, and of any other Order in Council relating to the Protectorate or the British Cameroons, and by any Instructions relating to the Protectorate which he may have received or any other Instruction relating to the Protectorate or the British Cameroons which he may receive from time to time from His Majesty or through a Secretary of State, and in any Order in Council or Instructions relating to the Protectorate and in force at the date of the commencement of this Order, references to the Protectorate shall be deemed so far as may be necessary or appropriate for the purposes of this Order to include the British Cameroons.

VI. It shall be lawful for the Governor by Proclamation issued with His Majesty's approval, signified through a Secretary of State, to vary the Schedule to this Order.

VII. This Order shall come into operation on a date to be fixed by the Governor by Proclamation in the Nigeria Gazette, and shall be published in such Gazette; and the Governor shall give directions for the publication of this Order at such places, and in such manner, and for such time or times as he thinks proper for giving due publicity thereto within the Protectorate and the British Cameroons.

VIII. His Majesty may from time to time revoke, alter, add to, or amend this Order.

And the Most Noble the Duke of Devonshire, K.G., G.C.M.G., G.C.V.O., one of His Majesty's Principal Secretaries of State, is to give the necessary directions herein accordingly. *M. P. A. Hankey.*

Schedule.

The line referred to in Articles III and IV shall be drawn as follows:—

1. From a point on the old Anglo-German Frontier in approximately Lat. 7° 34′ 30″ N., southwards along the " Bezirks-grenze " to its junction with the River Donga.

2. Thence the River Donga, upstream to its junction with the tribal boundary between Kaka and Mambila.

3. Thence the tribal boundary between Kaka and Mambila to the point where it meets the parallel of Lat. 6° 30′ N.

4. Thence following the parallel of Lat. 6° 30′ eastwards to the point where it meets Franco-British Frontier.

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ANNEXURE II.

MEDICAL REPORT ON MANDATED TERRITORY OF BRITISH CAMEROONS.

1. The area of the mandated territory of the Cameroons is considerable and the stations at which so far it has been possible to place medical officers are widely separated. Owing to the shortage of medical officers it has only been possible to maintain one medical officer at Victoria on the coast line and one at Bamenda near the northern extremity of the territory. Whenever possible a medical officer is stationed at Buea and another at Mamfe. No adequate survey has been made nor can yet be made of the diseases in this area, but observations have been made from time to time as opportunity offered.

2. *Sleeping Sickness.*—No case has yet been reported or come under observation in any of the areas where a medical officer is stationed during 1923. Tsetse flies are known to be present and it is probable that sleeping sickness occurs.

Tuberculosis.—Buea and Kumba report records 25 cases with 3 deaths, and 5 cases are recorded in Mamfe. Victoria and Bamenda record no cases. There is no evidence as to what the death-rate may be and no statistics by which increase or decrease can be indicated. It is probably much more prevalent than is shown by the cases recorded. Total cases, 30. Total deaths, 5.

Ankylostomiasis.—There were 36 cases treated at Victoria with 10 deaths, Buea and Kumba record 37 admissions and 2 deaths and 48 outpatients, mainly among plantation labourers. Mamfe records 4 cases, Bamenda none. At Victoria, Ol. chenopodium was employed in the treatment, in Buea, Kumba and Mamfe, thymol was given. It is possible that this disease is more prevalent in the southern part of the territory, and that the low incidence recorded in the northern stations is extremely unlikely to be any index of actual occurrence, but no definite statement can be made until a large number of observations are recorded by an experienced observer. Total cases, 125. Total deaths, 12.

Malaria.—This disease appears more prevalent in Mamfe district and comparatively rare in Bamenda. It is common in Buea and Victoria. Enlarged spleens are commonly met with in children. Various salts of quinine have been used in treatment mostly administered by the mouth, but sometimes by intramuscular injection. Total cases, 1,271 Africans, 12 Europeans.

The number of cases in Bamenda was not stated in the report.

Plague.—No cases.

Filariasis.—Filaria loa is reported to be very common in the region of the Mungo River in Victoria district and also in the Mamfe district. The carrier, *Chrysops silacea*, is present in large numbers. *Filaria bancrofti* is reported from Mamfe. Total cases filaria loa, 98; filaria bancrofti, 26.

Leprosy.—This disease does not appear to be very prevalent. Twenty cases came under observation and treatment in Mamfe, 6 in Victoria, 6 in Buea and Kumba, and 3 in Bamenda. Treatment was exclusively by Moogrol and improvement was noted. It is difficult to get the patients to attend regularly for treatment. Total cases, 35. No deaths recorded.

Smallpox.—There was an epidemic of this disease during the first six months of the year. Only a few of the cases occurred in Victoria and by far the greater number were in Bamenda. Natives do not come readily for vaccination until the disease has declared itself. Vaccination was freely carried out wherever possible. Total cases, 499. Total deaths, 102. Vaccinations, 13,730, of which 7,859 were successful.

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Syphilis.—This disease is very prevalent in the southern part of the territory, in the plantations, and on the seaboard. The northern districts appear to be fairly free and cases recorded leave room for doubt as to whether there may not be confusion with yaws and even perhaps with lupus. Treatment was by novarsenobillon and by mercury and the Iodides. Total cases: primary, 91; secondary, 93; congenital syphilis reported as fairly common.

In Bamenda the medical officer comments on the incidence of recorded cases being mainly females, occurring as rapid and extensive destruction of the palate without any evidence of previous signs of disease, and on an isolated case in which the patients had a healthy child of ten months.

The infection has probably been introduced by the trade routes and by three classes, viz., traders, labourers, and, in the northern part, African troops.

Gonorrhœa is very prevalent in Victoria, Buea, Kumba and Mamfe and to a less extent is found in Bamenda. No figures are given as to the number of cases treated. The sources of the spread of this disease are very similar to syphilis, viz.: Victoria as a seaport: Buea and Kumba from imported labour: Bamenda by troops and traders and Mamfe mainly by extension from Akunakuna on the Cross River. As contributory causes of the spread of venereal diseases may be mentioned :—

(*a*) The high price of wives.

(*b*) The transfer of wives from one purchaser to another owing to failure in paying the instalments of the purchase price.

(*c*) Desertion of wives brought into the country by traders and others.

(*d*) Unattached women traders, and

(*e*) Wandering prostitutes.

It is hoped, when details come to hand of the Kenya treatment, to organise a campaign against syphilis and yaws.

3. In reply to the extra five questions of the questionnaire :—

(1) The Public Health organisation is meantime vested in the medical officers of the various districts supported by two sanitary inspectors and two vaccinators with a gang of sanitary labourers in each station.

The present aim is to educate as far as is possible the natives in the vicinity of the stations where there are medical officers, but in the plantations more organised work is possible and is carried out by plantation staff. This includes anti-mosquito work, conservancy of refuse and night soil.

(2) (3) and (4). Registration of births and deaths is not compulsory and no attempt is therefore made to get these statistics. The only registration that is carried out is that of non-native births and deaths.

(5). The only epidemic during the year was that of smallpox. There are no other items of epidemiological interest under this head.

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Issued by the Colonial Office.

COLONIAL RESEARCH COMMITTEE.

REPORT FOR 1923.

NOTE:—The Report for 1920 was published as Cmd. 1144, February, 1921. For reasons of economy, the Reports for 1921 and 1922 were not printed, but copies of those Reports can be seen at the Colonial Office, Downing Street, S.W.1.

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COLONIAL RESEARCH COMMITTEE.

REPORT FOR 1923.

The work of the Committee during the year is best described under the headings of the various Colonies concerned, but attention may be drawn to the conclusion of the geological investigations in the Leeward and Windward Islands, to the interesting and important researches into Panama disease of bananas, which are being conducted with the assistance of the Committee at the Imperial College of Tropical Agriculture in Trinidad; and to the re-discovery in British Honduras of deposits of tin which appear to have been known to the Spaniards, but have long been lost sight of. At present it is too early to attempt to forecast the economic importance of this discovery.

There was no change during the year in the personnel of the Committee or its expert advisers.

A statement of accounts is, as usual, appended to the report.

EAST AFRICA.

NYASALAND.

There has been considerable delay in the boring operations referred to in the Report for 1922, owing to the necessity of providing additional equipment to enable boring to be continued to a depth exceeding 500 ft.

The superficial examination of the Sumbu Coalfield has been continued with encouraging results, and the Government Geologist, Dr. F. Dixey, is now satisfied that coal, suitable at least for local use, exists there, and that in view of the large area formed by the outcrop of coal seams, it is reasonable to suppose that thicker and better seams exist than any hitherto discovered. He remarks that it may be regarded as probable that coal of quality suitable for export will be found, but that much additional field and laboratory work will be necessary before a definite pronouncement can be made on this head. A steam trial of the local coal has been conducted with a large Maclaren tractor, used for ploughing cotton lands, and was entirely successful. The area of this coalfield is estimated at 150 square miles.

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The Committee made an additional grant to the Government of Nyasaland, in order to meet certain excess expenditure amounting to £1,153 11*s.* 5*d.*, which had been incurred on the purchase of boring plant and laboratory and chemical apparatus. This grant was made on the same condition as the original grant, namely, that in the event of the operations resulting in any discovery of economic importance, the Colonial Government will apply a portion of any revenue derived from the discovery towards the repayment of the grant.

WEST INDIES.

Panama Disease of Bananas.

The destructive effects of this disease in British Honduras and Central America generally were referred to in the first Annual Report of this Committee. The opportunity afforded by the establishment of the Imperial College of Agriculture in Trinidad has been taken to initiate extensive experimental work on the subject. The Professors of the College have drawn up a plan of campaign, of which the following are the main lines :—

(*a*) To secure a collection of the various forms of bananas available in the West Indies.

(*b*) To continue efforts to raise bananas from seed, and to examine the progeny for resistance to diseases, particularly Panama disease, and for the commercial character of the fruit.

(*c*) To continue investigations concerning Panama disease, and the resistance, or otherwise, of such varieties as it is thought worth while to investigate and of the seedlings that may be obtained.

Promising results have been reached in the experiments for raising bananas of edible varieties from seed. In spite of the difficulty in securing seed from banana plants, at the end of 1922 and the beginning of 1923 as many as 123 apparently perfect seeds had been obtained by means of artificial pollination. Considerable difficulty was experienced in inducing the seed to germinate, and up to the date of the last report only two seeds have done so, and one of these has died.

Experiments have also been made with seeds of *Musa sapientum*, which is not an edible variety. The rate of germination is small, but some healthy plants, from 2 to 2½ ft. high, have been secured.

All these experiments are being continued with such improvements as are indicated by the experience already gained.

A grant of £100 was made from the Research Fund towards the cost of the experiments in 1923, and a further grant will be made for 1924.

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BAHAMAS.

Sponge.

Mr. Crawshay continued his investigation of sponge throughout the year, and has furnished a progress report covering the period of twelve months ending on the 30th June, 1923.

The 50-ft. yawl "Pioneer" has proved very satisfactory in sailing qualities, sea-worthiness and general handiness.

Experiments in the planting of sponge cuttings were continued. It appears that the dimensions of cuttings should not be less than about 3 by 2½ by 2 in. In regard to the rate of growth, on the laboratory grounds it has been ascertained that during the first year fresh cuttings increase very little in size, but attach themselves to the bases, and reorganise into sponges roughly spheroidal. Not many records are yet available with regard to growth in the second year, but in an experiment examined in January, 1923, the average increase in eight sponges in 11 months was found to be ·6 in. in maximum width by ·2 in. in maximum height. Since January the rate has been higher. Experiments are being carried out in several other localities, and it has been found that in one such locality growth is about twice as rapid as upon the laboratory grounds.

It is clear that the selection of a locality in which the rate of growth is high would be of great importance to any commercial cultivation of sponge. Where nothing certain is known as to the rate of growth, only provisional and experimental work should be undertaken in the first year.

Mr. Crawshay has given considerable attention to the question of the breeding of sponges, and the breeding seasons have now been ascertained with fair accuracy for all the six chief types known to the sponge market, namely, the wool, velvet, grass, hardhead, reef and yellow varieties. More extended observation will be necessary before the limits of the breeding periods can accurately be determined, but in individual examples of the wool and the velvet sponge it has been found that the period through which the liberation of the larvae extends is at least six weeks. Larvae of the various types are easily distinguished from one another, and show that the six types named are clearly separable as distinct species.

The percentage of breeding individuals is high and the number of larvae produced by one parent is in general large. These facts indicate an extremely high rate of mortality in the early stages from natural causes. Attempts have been made to rear the larvae in the laboratory, and they have been kept alive and healthy for nearly three months. But very little growth has taken place, and it is clear that some difficulty has been encountered which cannot yet be explained but which is being made the subject of further experiments.

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The investigation of the breeding of sponges has an important bearing upon the question of the regulation of the sponge industry, and it appears that regulations which impose only a minimum limit of size do not provide protection where it is most needed, namely, for the larger breeding individuals. It will probably be found preferable that measures of protection should take the form of a close time covering the breeding season.

In regard to future lines of enquiry, Mr. Crawshay remarks that it has been very evident from recent observations that the matters of chief importance are those which are concerned with the general subject of reproduction, and that the best means of obtaining the information most needed is to be found in a close study of the larvae and young stages, as far as this is possible, and of the breeding seasons. It is especially required to know as nearly as possible the limits of the breeding seasons of the separate species, and the limits of these periods in different localities.

British Honduras.

Forestry.

The Committee have taken no further active part in Forestry matters in this Colony, but it may be interesting to record that their former enterprise has led to considerable further developments. The appointment of Mr. Hummel, as Conservator of Forests, was recorded in last year's report, and he has now been provided with a Deputy Conservator and two Assistant Conservators, who are all fully trained foresters. The provision of $250,000 for forestry purposes by loan has been secured by legislation, and an Ordinance has been passed to provide for the establishment of a Forest Trust on the lines recommended by the Committee. The Trust consists of three official and two unofficial members, and its object is the administration and control of the Forestry Department and the development and maintenance of the Crown forests of the Colony. It is also proposed that a percentage of the revenue from forest products beginning at 20 per cent. and rising to 60 per cent. should be appropriated towards the expenses of the Forestry Department. The annual amount of the forest revenue is at present approximately $60,000.

Minerals.

A note by Dr. J. W. Evans upon the work of the Geologist, Mr. L. H. Ower, in the seasons 1921–2 and 1922–3, forms Appendix I. to this report, and contains particulars regarding the discovery of tin already referred to.

Leeward and Windward Islands.

Geology.

A note by Dr. Evans on the work of the Geologist, Mr. K. W. Earle, in the season 1922–3 forms Appendix II. to this report. Mr. Earle's engagement ended on the 31st December, 1922.

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FISHERIES.

With reference to the note contained in the report for 1922 regarding the purchase of the vessel " Discovery " for the investigation of whales in the Dependencies of the Falkland Islands, in April, 1923, the Secretary of State appointed an Executive Committee to superintend the work. The Chairman of the Executive Committee is Mr. E. R. Darnley, the Secretary of this Committee; and the Vice-Chairman is Sir Sidney Harmer, Director of the British Museum of Natural History.

A contract for the repair and partial reconstruction of the vessel has been placed with Messrs. Vosper & Co., of Portsmouth. The work is now in progress, and it is hoped that the vessel will be ready for sea during the latter part of the summer.

Captain J. R. Stenhouse, D.S.O., who commanded the " Aurora " during a drift of ten months through the Antarctic ice, has been appointed master of the " Discovery," and steps are now being taken for the appointment of the scientific staff. It is intended to engage a number of zoologists and marine biologists, and one person qualified in chemistry and physics.

H. J. MACKINDER,
Chairman.

E. R. DARNLEY,
Secretary.

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APPENDICES.

I.—British Honduras; minerals. Note by Dr. J. W. Evans, F.R.S., on the work of Mr. L. H. Ower between December, 1922, and November, 1923.

II.—Leeward and Windward Islands; Geology. Note by Dr. Evans on the work of Mr. K. W. Earle during the season 1922–3.

III.—Accounts. Receipts and Expenditure, Balance Sheet, and Estimate of Liabilities.

Appendix I.

British Honduras—Minerals.

Note by Dr. J. W. Evans, F.R.S., on the work of Mr. L. H. Ower, between December, 1922, and November, 1923.

Mr. Ower returned to the Colony in December, 1922. About the middle of January he proceeded to the south of the Colony and spent considerable time in investigating the country traversed by the higher waters of the Trio and Bladen streams, Deep River, the Golden Stream and the Rio Grande.

On the 14th of June he left Belize to visit the foot of the hills between the Sittee and Mullins Rivers to the north of the North Stann Creek.

In July, a specimen from "Sibun, Middlesex," examined by Dr. Brammell, at the Imperial College of Science and Technology, proved to contain a considerable amount of tinstone (oxide of tin). The fact was at once telegraphed out to the Colony. Mr. Ower states that the locality is really near the head of the Mullins River, a few miles north-westward from the head of the Stann Creek Railway and on the track to the Bald Head and Vaca Rock.

In August, Mr. Ower was engaged in the investigation of the country to the north-west of Punta Gorda, and subsequently furnished a report on its geology and physical features. He had meanwhile drawn a new geological map of the Colony and had at the same time prepared a plasticine model of the southern area.

By the beginning of October prospecting for tin had already commenced near the head of North Stann Creek. It is stated that alluvial tin was found beneath the Middlesex Flats and also in gulleys off the 1,000 foot ridge that divides North Stann Creek from Mullins River, about seven miles south-east from the original stanniferous locality. Mr. Ower thought that this high ridge dividing Stann Creek from the Mullins River was the source of the tin. Concentrates were forwarded for examination.

The new map which has been now prepared by Mr. Ower is on a scale of six miles to one inch (1 to 380,160). It shows that there are three outcrops of granite, distinct from one another. They occur in the old Palaeozoic rock, one in the north-east of the Palaeozoic area near Middlesex, a little north of North Stann Creek and north-westward from the head of Stann Creek Railway. It is here that the tin was found. The name "Stann" appears to have been given by the Spaniards on account of the occurrence of tin. The second out-crop extends south-west and north-east from the Cockscomb Mountains across the South Stann Creek and the Sittee River, and the third is in the north-east near the Vaca Falls.

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He also prepared a map of the north-east granite mass and the surrounding country on the scale of 40 chains to one inch or two inches to a mile (1 to 31,180). This shows the head waters of the North Stann Creek and of the Mullins River and the ridge between them.

The concentrates were examined by Dr. Bramell. The results are not so favourable as had been hoped. This may be due to the fact that many of the concentrates appear to have been obtained by unskilled men. The best yield was from the cliff sections at Bernaldo Berrano Plantation, Mullins River. A few grains occur in the concentrates along the line of the Stann Creek Railway. Although the results are disappointing, it is still possible that better results may be obtained as the result of further prospecting of the alluvial or placer deposits, only a small portion of which have yet been examined. In particular, South Stann Creek still remains to be prospected for tin.

In one sample from the neighbourhood of the Stann Creek two specks of gold were obtained. A little gold up to a pennyweight or more to the ton was also found in rock specimens from South Stann Creek and the Bald Hills.

Appendix II.

Leeward and Windward Islands.

Note by Dr. Evans on the work of Mr. K. W. Earle during the season 1922–3.

Mr. Earle reached Trinidad on the 2nd of December, 1922, left for St. Lucia on the 16th and arrived on the 21st. He was engaged on the survey of the island about nine weeks.

He found that the rocks and surface features resembled those of Dominica and St. Kitts. It is less mountainous than Dominica and possesses wide fertile valleys, while the southern portion resembles St. Kitts and has a sandy friable soil. The older igneous rocks are obscured by ejected fragmentary volcanic material. Massive lavas also occur.

There is a red clay in the interior which may be allied to the mineral bauxite, the source of the metal aluminium, but it is not likely to be sufficiently rich in alumina to be of commercial value. The decomposed volcanic material when mixed with lime might be employed for the manufacture of cement for building purposes. Limestone suitable for burning for lime has been obtained from the Church Cove, and sulphur from the Souffrières. The pitch occasionally found on the beach is probably derived from inaccessible marine deposits.

Mr. Earle left St. Lucia on the 15th February and arrived at Montserrat on the 17th, where he stayed more than three weeks.

The geology was found to resemble that of St. Kitts and Nevis, and like them, consisted almost entirely of volcanic rocks, ejected fragments, and tuffs, the latter consisting of fine friable sandy rock. Lava is comparatively rare. Here and there, mixed with the tuffs, is a white limestone resembling the white limestones of Antigua, which are of Oligocene age.

Sulphur, alum, and gypsum have been obtained near the Souffrières, but not in sufficient amount for continuous economic exploitation.

Kaolinisation and laterisation have taken place in the higher ash beds with the production of a red tenacious clay, but it is improbable that it would pay to work as a source of aluminium and its compounds.

He left Montserrat on the 12th of March and arrived at Grenada on the 17th. This also is mainly volcanic, consisting of lavas, ashes, and volcanic fragments with an appearance of stratification, sometimes dipping at as much as 20° or 25°. Sedimentary calcareous rocks also occur, in one case at a height of 600 ft. Here also the pitch found near the coast

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is probably derived from submarine sources. This is even the case with the slab of asphalt found bedded in clay. A supposed occurrence of copper ore seems to represent furnace slag. Its source is not clear. Traces of green copper carbonate, however, occur in the andesite rock, but there is no warrant for supposing that there is any probability of there being sufficient copper ore to pay to work.

During his stay at Grenada, Mr. Earle made a brief visit to Carriacou and others of the Grenadines dependent on Grenada. Carriacou is formed of marine limestones and volcanic agglomerates, lavas and tuffs. The limestone appears to be similar in age and character to that of Antigua. At Jack-a-dan there is a manganese ore containing over 23 per cent. of copper, but it is impossible to hold out hopes of ore occurring in such amounts as to be of economic value.

He left Grenada for St. Vincent on the 22nd of April. Here the geology was very similar to that of St. Lucia, but the fragmentary ejacmenta are more considerable in amount, though lavas from 40 to 200 ft. thick occur. There is a volcanic cone which was in eruption in recent years, when the volcanic tuff and ashes ejected were similar to those of earlier eruptions. Much of this has suffered lateritic decomposition, especially on the windward side of the island, but there seems no reason to believe that it is of economic value as bauxite. The fertility of the recently erupted material for agricultural purposes is remarkable.

Terraces representing raised beaches point to an elevation of the land in former times.

Black beach sands are met with which contain among other constituents magnetite (oxide of iron) and zircon (silicate of zirconium), but although one stretch of this sand is nearly a mile long, it seems very doubtful whether it could, in the face of the high freight to Europe, compete with other sources of supply. Copper pyrites also occurs in small quantities, and there are mineral springs with sodium sulphide, sodium chloride, sulphur and other constituents.

From St. Vincent he visited the Grenadines, including Cannouan, Bequia and Balliceaux, which are attached to St. Vincent. They are on the whole less volcanic than the large islands, and for this reason have suffered greater erosion by the sea.

Leaving St. Vincent, he arrived at Trinidad on the 22nd of June and sailed for home on the 1st of July, arriving in England in the middle of the month.

I regret that Mr. Earle has been unable to find any minerals of much economic importance. He has, however, done good service in dispelling legends of mineral wealth which had no foundation in fact, and his obsertions on the geological deposits and structures should be of considerable interest in dealing with questions of hygiene and of agriculture. It is rather surprising to learn that geology is not among the subjects taught at the Agricultural College in Trinidad. It is impossible to exaggerate the value of even an elementary knowledge of the subject to the agriculturist.

I cannot see my way to recommend at present any further expenditure on geological research in the Leeward and Windward Islands. It is true that, except in the case of the Virgin Islands, the nature of the rocks and of the foundation on which they rest is still an unsolved problem. There is a possibility that they may contain minerals of economic importance such as oil and copper ores, but the probabilities are against their discovery, and the cost of a systematic investigation by boring would be so considerable that it could not be justified from an economic point of view, however interesting the results would necessarily be from the standpoint of scientific research.

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Appendix III.

Accounts

For the year 1st January–31st December, 1923.

Receipts.

	£	s.	d.
Grant-in-Aid of Colonial Research for 1922–3, received in 1923	1,000	0	0
Interest	257	14	7
Total	£1,257	14	7

Expenditure.

Bahamas and West Indies—			
Sponge Investigations	261	16	3
Leeward and Windward Islands—			
Geological Investigations	414	17	5
British Honduras—			
Geological Investigations	1,064	0	5
Seychelles—			
Visit of Agriculturist	8	17	3
West Indies—			
Publication of Mr. Nowell's handbook on the Diseases of Plants	200	0	0
Panama Disease of Bananas	100	0	0
Total	£2,049	11	4

Balance Sheet.

Balance, 1st January, 1923	8,604	9	8
Receipts, 1923	1,257	14	7
	£9,862	4	3
Expenditure, 1923	2,049	11	4
Balance, 31st December, 1923	£7,812	12	11

Liabilities.

Estimated Liabilities on 31st December, 1923, including reasonable allowance for contingencies	£9,000	0	0

Printed by H.M.S.O. Press, Harrow.

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Issued by the Colonial Office.

REPORT

ON THE

IMPERIAL MYCOLOGICAL CONFERENCE,

1924.

LONDON:
PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
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1924.

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Letter from the Right Honourable Earl Buxton, Chairman of the Mycological Conference, to the Secretary of State for the Colonies.

DALNESS, TAYNUILT, ARGYLE.

SIR, *9th August*, 1924.

I have the honour to transmit to you the enclosed report on the first Imperial Mycological Conference which was held in London from the 2nd to the 5th of July.

2. I deeply regret that neither the Dominion of Canada, nor the Commonwealth of Australia were able to send delegates to the Conference, but with these notable exceptions, the Conference was widely representative, and it is a matter for congratulation that so many distinguished visitors from the scientific institutions of this country were able to participate in the discussions of the Conference.

3. Modern opinion has been compelled to recognise that the successful combating of crop diseases is scarcely less vital to the prosperity of a country than the prevention and cure of human ailments. My association with the Dominions, where the importance of these problems is perhaps more widely recognised than in this country, has led me strongly to endorse this view, and I am therefore most happy to be able to inform you that the Conference was in every way a success. The discussions both on questions of general interest and on particular scientific problems reached a very high standard and were conducted in an admirable and helpful spirit. Apart from the valuable and far reaching results which may be expected to follow from these discussions, the advantage of establishing personal contact between all those who are interested in the various branches of plant pathology has been so great as amply to justify the convention of the Conference, and that this opinion is shared by all those who attended it is sufficiently shown by the resolution, which was passed unanimously, that similar conferences should in future be held once in five years.

4. The report of the Conference will be brought to the notice of the Managing Committee of the Bureau at an early date, and I will refrain from addressing you with regard to the various resolutions of the Conference until they have been considered by the Committee. I would, however, avail myself of this opportunity of inviting your attention to the gratifying tributes paid on all sides to the work of the Bureau and to the valuable assistance afforded by it to overseas mycologists. You will, I am sure, share the view that no effort should be spared to establish the Bureau on a secure and permanent basis and thus to place it in the front rank of the scientific institutions of the Empire.

5. In conclusion I would express appreciation of the kindness of the Authorities of the Imperial College of Science and Technology, who gave us the use of their rooms in South Kensington for the meetings of the Conference. I wish also to express my thanks to the Managing Committee and to the Director of the Bureau for the admirable arrangements made for the Conference, and to the British Mycological Society for their hospitable entertainment of the delegates.

I have, etc.,

BUXTON,

Chairman of the Imperial Mycological Conference.

THE RT. HON. J. H. THOMAS, M.P.,

Secretary of State for the Colonies.

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REPORT ON THE IMPERIAL MYCOLOGICAL CONFERENCE, 1924.

ORIGIN.

At the 8th General Meeting of the Honorary Committee of Management of the Imperial Bureau of Mycology, held in the Colonial Office on 30th May, 1923, a resolution was passed recommending that an Imperial Mycological Conference should be held in 1924 at approximately the same time as the Imperial Botanical Conference.

DELEGATES.

The following delegates were selected by their respective Governments to attend the Conference :—

Self-governing Dominions.

Commonwealth of Australia—Dr. E. J. Butler, C.I.E.
Dominion of New Zealand—Mr. G. H. Cunningham.
Union of South Africa—Dr. Ethel Doidge.
Irish Free State—Dr. P. A. Murphy.

India.

Dr. E. J. Butler, C.I.E., and Dr. F. J. F. Shaw.

Australian States.

New South Wales—Sir Timothy A. Coghlan, K.C.M.G., I.S.O (Agent-General).
Victoria—Mr. H. G. W. Neale (Acting Agent-General).
Queensland—Mr. Patrick J. Dillon (Acting Agent-General).
South Australia—The Hon. Sir Edward Lucas (Agent-General).
Western Australia—The Hon. H. P. Colebatch, C.M.G. (Agent-General).

Colonies not possessing responsible governments, Protectorates, &c.

Ceylon—Mr. C. H. Gadd.
Cyprus—Mr. W. Bevan.
Gold Coast—Mr. R. H. Bunting.
Jamaica—Mr. C. G. Hansford.
Imperial College of Tropical Agriculture, Trinidad—Professor S. F. Ashby.
Mauritius—Mr. C. H. Gadd.
Nigeria—Mr. T. Laycock.
Nyasaland—Captain C. Smee.
Sierra Leone—Mr. M. T. Dawe.
Sudan—Mr. R. E. Massey.
Trinidad—Mr. W. Nowell.
Uganda—Mr. T. D. Maitland.
Zanzibar—Miss E. J. Welsford.

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VISITORS.

Invitations were issued to some forty mycologists in Great Britain, including those attached to the Ministry of Agriculture and other Government Departments; to the Universities and teaching institutes; to the Royal Botanic Gardens, Kew, the British Museum (Natural History), and various research stations such as the Rothamsted Experimental Station; and to other agricultural and horticultural institutions. Several overseas mycologists present in England on leave or otherwise also were invited to attend the meetings.

ARRANGEMENTS FOR THE CONFERENCE.

These were entrusted to a sub-committee of the Managing Committee consisting of Sir David Prain, Professor Farmer, Professor Blackman, Dr. Pethybridge, with Dr. Butler, Director of the Bureau, and Mr. Clutterbuck, Secretary to the Managing Committee.

The list of agenda was drawn up by this sub-committee after communicating with the overseas governments concerned, and accommodation for the meetings was arranged at the Imperial College of Science and Technology, the College Authorities very kindly placing suitable rooms at the disposal of the Conference. The sub-committee also considered the financial requirements and work of the Bureau for the next few years, and prepared a memorandum which was approved, together with the other arrangements, at the 10th General Meeting of the Honorary Committee of Management.

PROGRAMME.

The following programme was arranged for the Conference :—

Wednesday, 2nd July.

Morning.—Opening of Conference by Earl Buxton.
Activities and organisation of the Bureau (continued on July 5th).

Afternoon.—Publications of the Bureau.
Visit to the Bureau at Kew.

Thursday, 3rd July.

Morning.—Co-ordination of investigations of fungicides.
Plant disease surveys in the British Empire.

Afternoon.—Standardisation of popular and scientific nomenclature in plant pathology.
Encouragement of industrial enterprise in the investigation of plant diseases.

Evening.—Visit to the plant disease exhibit in the Tropical Health Section, British Empire Exhibition, Wembley.

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FRIDAY, 4TH JULY.

Morning.—Discussion of diseases of tropical plantation crops (citrus, cotton, banana).

Afternoon.—Discussion of diseases of tropical plantation crops (cocoa).

Influence of soil conditions on plant disease.

Evening.—Dinner to the overseas mycologists by the British Mycological Society.

SATURDAY, 5TH JULY.

Morning.—The application of the results of mycological investigation.

Activities and organisation of the Bureau (continued from July 2nd).

Closing of the Conference.

INVITATIONS TO OTHER CONFERENCES.

The members of the Conference with few exceptions attended the Imperial Botanical Conference from 7th to 16th July, considerable attention being given to economic mycology at this Conference. The Ministry of Agriculture and Fisheries also issued invitations to all members of the Mycological Conference to attend a conference on 17th July to discuss the important question of legislation regulating the import of plants and plant products with a view to preventing the introduction of plant diseases. The discussions and excursions at these conferences covered a very wide field and materially assisted in making this first meeting of Empire mycologists a success.

OPENING OF CONFERENCE.

The Conference was opened by Earl Buxton on 2nd July. After welcoming the delegates and visitors he gave a brief account of the foundation of the Bureau and of its organisation, control, and the objects of its work. He drew attention to the fact that for the progress of the tropical Colonies the fight against diseases of plants is scarcely less important than that against human diseases, while in the Dominions there was abundant evidence that the importance of this subject was more vividly realized than at home, owing to the magnitude of their agricultural interests and the greater severity of the diseases of their crops.

DISCUSSIONS.

A summary of the discussions at the Conference is given in Appendix I to this Report.

ORGANISATION AND ACTIVITIES OF THE BUREAU.

This subject was considered at the first meeting of the Conference, at which Dr. Butler (Director) gave a detailed account of the working

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of the Bureau, and referred to a Committee which reported at the closing meeting. This Committee was composed as follows :—

Dr. Rendle, Dr. Pethybridge (representing the Managing Committee); Mr. Nowell, Mr. Bunting, Dr. Doidge, Mr. Cunningham, Dr. Shaw, Professor Ashby (representing the delegates); Dr. Butler (representing the Bureau), with Mr. Clutterbuck as Secretary.

The Report of the Committee is given in Appendix IIA to this Report. After examining the financial position of the Bureau and its requirements in the immediate future, the Committee recommended that an annual income of £6,500 should be guaranteed for the next five years. Details of the staff required and the average annual expenditure at present and under the new proposals are given in Appendix IIc. The Report of the Committee was unanimously accepted by the Conference.

THE INTERCHANGE OF SCIENTIFIC STAFFS.

The Government of the Commonwealth of Australia suggested as a subject for consideration by the Mycological Conference the interchange of investigators at certain centres throughout the Empire for periods such as six or twelve months. As, however, the Imperial Botanical Conference had arranged for a discussion of the same subject in regard to botanical science as a whole, it was felt that a better opportunity of considering the proposal would be offered at the latter Conference, the more so as practically all the mycological delegates would be present. Opinion at the Botanical Conference was generally favourable to the proposal.

RESOLUTIONS.

The following resolutions were unanimously adopted by the Conference :—

1. That specimens of the diseases of plants in the different parts of the Empire be sent to the Bureau in sufficient quantity to enable sets of typical specimens to be prepared for distribution to institutions or individuals interested in the study of plant diseases throughout the Empire.
2. That lists of determinations of fungi sent in for naming should be published in leaflet form and distributed from time to time with the *Review*, the name of the sender and locality being indicated in each case.
3. That the Bureau should undertake at an early date the publication of a pamphlet containing the names and addresses of mycologists and plant pathologists in the British Empire, together with an indication of their special interests. This pamphlet should be brought up to date, say, every two years.
4. That copies of index cards dealing with the diseases of such crops as are indexed at the Bureau should be prepared on request and sold to the Government mycologists of contributing Dominions and Colonies at cost price.

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5. That, in view of the benefits derived from an exchange of views between overseas mycologists, conferences similar to the present one should be held every five years.
6. That the proposal that the Conference should consider the question of the interchange of investigators at certain centres throughout the Empire for periods such as six or twelve months be referred to the Imperial Botanical Conference.
7. That an annual report showing the contributions for the upkeep of the Bureau made by each contributing Government be circulated to the latter.
8. That the question of the formation of a body or sub-committee for the co-ordination of investigations of fungicides be brought before the Managing Committee of the Imperial Bureau of Mycology with the request that they take such steps as they deem fit.
9. That, while the training of mycologists should include a thorough grounding in the requisite sciences, mycologists should not be required to undertake the duties of entomologists in Government Departments of Agriculture.
10. That the proposals contained in the Report (Appendix II to this Report) of the Committee appointed by the Conference to consider proposals for the future work of the Bureau and their cost be accepted as representing the requirements for the efficient carrying on of the work of the Bureau for the next five years, and that steps be taken to secure the annual income of £6,500 necessary to give effect to them.
11. That this Conference is of the opinion that the financial portions of the Report of the above Committee be especially commended for the favourable consideration of the Managing Committee of the Bureau.
12. That this Conference is of opinion that an urgent need exists for the provision of more adequate accommodation for the Bureau.
13. That this Conference expresses its appreciation of the service rendered by the *Review of Applied Mycology* to all workers on the subject, especially those in overseas Dominions and Colonies, and is of the opinion that one of its most useful features is the length of the abstracts and would regret any curtailment in this respect.
14. That this Conference of overseas mycologists desires to place on record its appreciation of the work which has been carried out by the Imperial Bureau of Mycology, and expresses the hope that this work will be extended when funds permit.

VOTE OF THANKS.

A special vote of thanks was passed by the Conference to the Authorities of the Imperial College of Science and Technology for the use of their rooms for the meeting of the Conference.

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APPENDIX I.

IMPERIAL MYCOLOGICAL CONFERENCE.
JULY, 1924.

MEETING: THURSDAY, 3RD JULY, 10.30 a.m.

Chair: Mr. W. NOWELL.

Discussion: "Co-ordination of Investigations of Fungicides."

Mr. TATTERSFIELD (Rothamsted), in introducing the subject for discussion, dealt briefly with its historical aspect. Some of the fundamental problems of toxic action will have to be studied on fungi, as these are more frequently available and more convenient to use than insects. The explanations of fungicidal action are quite inadequate. The correlation of chemical constitution with toxicity is difficult, and the speaker suggested that the best method of ascertaining this correlation is to determine the toxic effect of certain compounds and then to see what changes in this toxicity are brought about by the introduction of new groups into the molecule. Toxic substances exist as gases or vapours, liquids, or solids, and each phase presents its own problems. The toxic action of substances on fungi may best be studied in the vapour phase, and the methods employed by Schafer might well be followed in fungicidal work. The liquid phase is complicated by such phenomena as adsorption, wetting, and adhesiveness—a substance may be highly toxic to an insect in the vapour phase and quite innocuous as a liquid. Colloidal substances—often used in liquid sprays—were briefly discussed. Solids present much the same problems as liquid sprays, the speaker pointing out the importance of the size of the particles of insecticides in relation to the openings of the tracheal system of the insects. The methods to be adopted in any investigation should be very carefully scrutinised in view of the variant factors such as temperature, age, acidity, and the like, which may be introduced. Comparison is easier if a 50 per cent. death point is aimed at, a fact which was demonstrated by graphs.

Dr. BRIERLEY (Rothamsted) spoke of the empirical nature of most of the work done on fungicides, and believed that any advance must be based on fundamental investigation. The standardisation of the physical conditions of experimentation was most necessary, and likewise of the organism undergoing experiment as far as this was possible. The problems touched the micro-realms of physics and chemistry. From the facts gained in the minute theoretical investigations carried out in the laboratory, plot experiments should be arranged and these should form the basis of field experiments. Co-ordination of activities was most essential, and the speaker suggested that a small sub-committee be appointed to consider the problems of the investigation of fungicides in order to correlate work on such problems.

Mr. DOWSON (Wisley) mentioned his experiences in East Africa in spraying against coffee leaf disease (*Hemileia vastatrix*). Pickering's lime-water Bordeaux was first used in this connection, but on the supply of lime giving out one of the planters substituted calcium carbide. A fluid containing a black precipitate, which did not settle, was obtained, and this fluid gave a very adhesive spray deposit which acted very efficiently. This was an instance of the empirical way in which fungicides were discovered.

Dr. BUTLER quoted a letter from Captain McDonald (Kenya), which stated that the carbide mixture was still in common use and giving good results.

Dr. WORMALD (East Malling) stressed the injury from Bordeaux mixture and lime-sulphur which is frequently experienced by growers, and held that new and improved fungicides were very urgently required. The wetting, spreading and adhesive properties of a fluid were important. Ammonium polysulphide had been advocated because this substance could be used with soap. A mixture of copper sulphate and soap had been tried and, whilst satisfactory if made up with rain water, formed a sticky precipitate which clogged up the nozzles of the spraying machines if hard water were used, and therefore could not be advised on a commercial scale.

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Mr. BRITON-JONES (Long Ashton) supported Dr. Brierley's motion in regard to forming a committee, as the problem cannot be dealt with single-handed. He cited instances of the variable and unaccountable action of lime-sulphur sprays—"Keepsake" gooseberries sprayed with lime-sulphur 1 in 60 may show no scorching, although this variety is usually very susceptible, and a similar strength may absolutely fail to control brown rot of plums, which it normally controls satisfactorily.

Mr. MASSEY (Sudan) mentioned the serious disease of cotton caused by *Bacterium malvacearum*, now raging in the Sudan. The problem of control was one of devising an efficient method of disinfecting the seed, a method being required which would also rid the seed of pink boll worm. Chlorpicrin had been tried, but could not be used practically. The speaker asked for suggestions as to treatment which might be given.

Mr. NOWELL (Trinidad) suggested mercuric chloride.

Mr. MASSEY replied that this substance will not kill the pink boll worm, and that it would be too poisonous for native labour to handle with safety.

Dr. BUTLER spoke of the difficulty of setting up a committee capable of dealing with the investigation of fungicides, and suggested that the only body which might undertake such work was the Department of Scientific and Industrial Research.

Dr. BRIERLEY had in mind a watching committee rather than one of the kind indicated by Dr. Butler. In the United States officers of the Department of Agriculture were sometimes seconded for special work, and the speaker was rather in favour of the Colonial Office or some other body being approached. No action ought to be taken unless there were distinct prospects of the committee being established.

Dr. BUTLER said a resolution would probably be regarded merely as a pious wish unless a specific request were made.

Mr. SUMMERS (Shirley Institute), as a member of a committee set up by the Department of Scientific and Industrial Research, strongly supported Dr. Butler's suggestion.

Mr. NOWELL spoke of the obvious advantages of such a body as advocated.

Dr. BRIERLEY proposed: "That the question of the formation of a body or sub-committee for the co-ordination of investigations of fungicides be brought before the Governing Body of the Imperial Bureau of Mycology, with the request that they take such steps as they deem fit."

Dr. PAINE (Imperial College of Science) seconded the motion, which was carried unanimously.

MEETING: THURSDAY, 3RD JULY, 12 NOON.

Discussion: "Plant Disease Surveys in the British Empire."

Dr. BUTLER opened a discussion on "Plant Disease Surveys in the British Empire." He paid a tribute to the work of Mr. Cotton in organizing the Plant Disease Survey of England and Wales. One of the uses of surveys is the value they become to subsequent workers, who otherwise would have no complete record of the diseases of the countries concerned. In new outbreaks of disease it is most important to ascertain whether the parasite is a new introduction or not, as in the latter case the virulence of the epidemic is likely to be due to temporary circumstances and may be expected to pass when conditions become normal. The outbreak of disease caused by *Diplodia corchori* amongst jute in India was cited as a striking case of this kind and reference was also made to the present epidemic of withertip of limes in Dominica. Information on the distribution of diseases can frequently be gathered from the data afforded by disease surveys, for example, maize smut (*Ustilago maydis*) was found to be restricted to the north-west of India, and the two fungi causing wheat bunt were found in the United States to have quite different areas of distribution, *Tilletia tritici* occurring in the western states and *T. levis* in the eastern. Distribution has a practical interest, in that it may indicate where to search for the origin of any new disease which may arise in any particular region, and also may throw light on the potential dangers from such a disease. Plant disease surveys also yield valuable information on the external conditions which induce an attack or which influence the time

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when the attack commences—black rust of wheat (*Puccinia graminis*) in the Prairie Provinces of Canada was known to progress from south to north during the summer, and often fails to reach the northern wheat limits in time to cause damage. The bearing of surveys on the question of plant quarantine and control was illustrated by the banana freckle, Panama disease of bananas (*Fusarium cubense*) and *Pythiacystis citrophthora* on citrus. The powers of dissemination of parasites can often be ascertained from surveys, and clues obtained regarding the risks of their introduction into new areas. The introduction of coffee rust (*Hemileia vastatrix*) in Fiji and the distribution of *Fomes lignosus* in India was discussed. The speaker closed by suggesting methods for the carrying out of such surveys—the collecting and identification of material, the keeping of records on the card-index system, and the publication of the records from time to time.

Mr. COTTON (Kew) was of opinion that the initiation and maintenance of a plant disease survey was absolutely essential for the agricultural progress of any country. He described briefly the history of the survey of England and Wales, and emphasized its importance in estimating losses from diseases, in legislation, and in replying to queries from foreign countries which wished to safeguard their crops by plant quarantines. Some difficulty was experienced in keeping alive interest in the survey, but personal contact with correspondents was very helpful in this direction. Surveys often gave important information on the distribution and relative intensity of diseases and on various aspects of their biology.

Dr. SHAW (India) stated that in 1921 a list of all the specimens of fungi in the Pusa Herbarium was published and was available for any mycologist who applied for it. A smut disease of mustard had appeared in India, and it was very useful to them to find that this disease had only previously been recorded from Denmark. Recently the schedule of prohibited plant imports had been revised, particularly in respect of Fiji disease of sugar-cane, and it became of the utmost importance to know accurately the present distribution of this disease.

Miss WAKEFIELD (Kew) paid a tribute to the work of collectors of fungi in the tropical colonies, who sent their material to Kew for working out, particularly to Mr. Maitland (Uganda), who had been instrumental in greatly advancing the knowledge of the fungi of that region. She gave suggestions for collecting, and agreed with Dr. Butler that the identification of a number of similar fungi at the same time economized labour. The *Kew Bulletin* was available for records of fungi.

Dr. BRIERLEY (Rothamsted) said the importance of plant disease surveys was obvious and would yield information on the methods of dispersal of fungi and on meteorological factors in relation to the incidence of disease.

Dr. DOIDGE (South Africa) briefly described the work being done on the survey of diseases in South Africa.

Mr. GADD (Ceylon) described the method adopted in Ceylon, where they recorded the fungi parasitic on economic plants and had published a first list.

Dr. SHAW (India) stated that the Pusa lists are compiled from a card index.

Mr. NOWELL (Trinidad) spoke regarding the circulation of the results of plant disease surveys. He suggested that a leaflet be published by the Bureau every year giving the diseases occurring in the different countries.

Dr. BUTLER suggested that new records of fungi should be included in the Annual Reports, and abstracts of these would be published in the *Review of Applied Mycology* and would be noted in the index. He would undertake to get any lists of new records published in one of the current journals.

The meeting then adjourned.

MEETING: THURSDAY, 3RD JULY, 2.15 P.M.

Chair: Dr. G. H. PETHYBRIDGE.

Discussion: "The Standardisation of Popular and Scientific Nomenclature in Plant Pathology."

Mr. CUNNINGHAM (New Zealand) introduced a discussion on "The Standardisation of Popular and Scientific Nomenclature in Plant Pathology." His object in bringing forward this subject was to arrive at some definite conclusion regarding

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the usage of popular names. He cited the case of black rot of apples (*Physalospora cydoniae*) which occurs under twelve names, and fireblight (*Bacillus amylovorus*), which is known by nine names. Diseases must have popular names and confusion must result if these are not standardised. Frequent change of scientific names is a fruitful source of trouble. There is considerable divergence of usage in scientific nomenclature also and, until some standard basis for the distinguishing of species from one another is adopted, there are bound to be constant difficulties arising. It is not enough to have "International Rules of Nomenclature;" we must have common ideas as to what we mean by a species. The speaker cited the case of *Puccinia elymi*, which is morphologically identical with *P. triticina* and which has 19 synonyms, based on biological characters. He held the view that species should only be separable on morphological grounds and not on biological ones.

Mr. COTTON (Kew) stated that the Pathological Committee of the British Mycological Society had undertaken the work of standardisation of common names in England and Wales. Work had been delayed somewhat until the publication of the Plant Disease Survey for 1921, but the list of diseases in that publication was now being critically reviewed by the committee and most of the cereal diseases had been dealt with. The principles which the committee had decided to adopt were: (1) that the name in most common use by the farmer should be adopted; (2) that the name adopted should, if possible, describe the disease; (3) that as far as possible the name adopted should conform to that used in foreign countries; (4) that there should be no system of priority and no attempt to apply the international rules of scientific nomenclature in deciding on the name to be selected.

Mr. BRITON-JONES (Long Ashton) deprecated attaching much importance to common names; the scientific name was the one that mattered.

Dr. BUTLER pointed out that people wrote papers using only popular names for diseases, and one of the most troublesome tasks in making such papers available for the benefit of others was the identification of the parasites with which the paper dealt.

Mr. BRITON-JONES stated that he ignored any literature in which scientific names did not appear.

Dr. MURPHY (Irish Free State) suggested that we should come to some agreement with the Americans as to the popular names adopted as standards.

Mr. HANSFORD (Jamaica) spoke of his work on *Fusarium*, pointing out the difficulty of identifying species in this genus and the confusion in their nomenclature.

Mr. COTTON (Kew) thought that it was essential to have common names for administrative and practical purposes. It was absolutely impossible to use only scientific names to farmers. He inquired if Mr. Cunningham would regard *Puccinia triticina*, *P. simplex*, and *P. glumarum* as distinct species or as one.

Mr. CUNNINGHAM stated that the species quoted were distinct, as they differed morphologically.

Dr. PETHYBRIDGE (Ministry of Agriculture) emphasized the importance of well-selected popular names. He thought it probable that, whilst some difficulty may be experienced in inducing the present farmers to adopt standard names, future generations will probably do so, especially if children in rural schools are given some elementary training in regard to plant diseases.

Suggestions as to the form in which the list of standard names should be printed were also given.

MEETING: THURSDAY, 3RD JULY, 3 P.M.

Discussion: "The Encouragement of Industrial Enterprise in the Investigation of Plant Diseases."

Mr. TUNSTALL (Indian Tea Association) opened a discussion on "The Encouragement of Industrial Enterprise in the Investigation of Plant Diseases." He briefly described the history of the development of the scientific department of the Indian Tea Association. The department was started in 1900 largely as a result of the stimulus afforded by the success achieved by Dr. Bamber in Ceylon. It

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was supported entirely by the tea industry, except for a Government grant which was now only a very small proportion of the total cost. In 1911 mycological and entomological departments were added, and in 1912 a larger laboratory was built. Corresponding with this scientific development was a remarkable increase in the yield of tea per acre, which amply repaid the cost of the research scheme. The latter amounted to about 8*d*. or 9*d*. per acre. Instances of the usefulness of the mycological department were given. Unorganized cultivation industries, however, are not suitable for undertaking research work; continuity of the work is essential, and the use of highly-paid specialists for short terms has not yielded fruitful results. The speaker referred to the assistance given by the Agricultural Research Institute at Pusa. In the nature of the work it was necessary for the scientific staff to be placed in the centre of the tea-growing districts, which were isolated from scientific centres in India, and the staff had to make frequent visits to such centres as Pusa in order to keep abreast of the progress of science. Without the assistance received from such centres it would have been difficult to carry on the work. The Government of a country could encourage non-official enterprise on the lines of the Tea Association research department by means of grants, and, in return, the Government should have a call on the services of the department in certain cases. For instance, non-members of the Tea Association can only have the services of the Association's officials through the Government and not directly. The Government of the country should, he thought, work in co-operation with these industrial departments, not in rivalry, and should therefore avoid establishing Government stations to do the same work.

Dr. Butler said that on his tour round the world in 1923 he had been much impressed with the excellent work being done by private enterprise. The Hawaiian Sugar Station cost £40,000 a year, but the planters were well satisfied with the results and the control of sugar-cane diseases in Hawaii was scarcely equalled elsewhere, except, perhaps, by the Colonial Sugar Refining Company, which operates in Fiji, New South Wales and Queensland, and has a highly competent scientific staff. In the latter States five major cane diseases occur, but these are all well under control. Mr. North, the very able pathologist of the Company, was formerly prevented from publishing the results of this work, but this prohibition has now been withdrawn. Dr. Butler quoted from a leaflet of the Sugar Refining Company to explain the power and influence such a corporation has over its members, a power which could not possibly be exerted by any Government Department. With regard to the clashing of interests between the private and Governmental institutions, this was quite avoidable, as shown by the cases of Hawaii and India. Some leading entomologists were strongly inclined to the view that the whole work of field control should be taken over by private enterprise and that the Government officers should be kept more as research workers.

Mr. Gadd (Ceylon) described the Ceylon Rubber Research Scheme organized in conjunction with the Rubber Growers' Association. Similar proposals were under consideration with regard to the tea and coconut industries in Ceylon. The speaker agreed that only organized industries could undertake the establishment of scientific departments and was in favour of the actual control work of diseases on estates being carried out by the industries themselves.

Colonel French (Empire Cotton Growing Corporation) stated that the funds of his association were obtained mainly from the spinners in Lancashire. The Corporation is: (1) finding students to go out into the colonies to grow cotton; (2) encouraging training in research by grants to research institutes and schools of agriculture; (3) sending out experts to assist the agricultural departments. The establishment of a central research station for cotton had been suggested, but the conditions under which cotton is grown vary so greatly in the different countries as to make it difficult for a central station to deal with the problems of improving cotton cultivation on a sufficiently comprehensive basis. There was also the suggestion of taking on the research work of the Government Departments, the latter confining themselves to control and propaganda.

Mr. Dowson (Wisley) considered that the best arrangement was for growers to organize themselves into associations which would carry out their own control work.

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Dr. BUTLER asked for expressions of opinion as to the best arrangements for the control of the staff where Government and an industry shared the work.

Dr. SHAW (India) instanced the rubber industry in South India. A Government mycologist was seconded for work under the industry and this was the general method being adopted in South India.

Mr. TUNSTALL mentioned the new tea department in South India, and its relation to the northern tea department.

Dr. PETHYBRIDGE mentioned the scientific staff maintained by certain glasshouse growers in England. He then raised the question of the education of plant pathologists and expressed the view that a sound agricultural or horticultural training is needed before the special mycological training is added.

Dr. BUTLER, in connection with the subject of mycological training, mentioned that the Government of Zanzibar had suggested for discussion the question whether advisory phytopathological officers should not be trained to deal with both insects and fungi. This suggestion had been received too late to be included in the list of agenda and the subject was a very large one, which could scarcely be adequately discussed in the short time available. On the specific question whether the one officer could be expected to perform the duties of a mycologist and an entomologist, he would, however, welcome an expression of opinion.

After some further discussion a definite opinion was unanimously expressed that such a course was most unadvisable.

MEETING: FRIDAY, 4th JULY, 10.30 A.M.

Chair: Professor J. B. FARMER.

Discussion: "Diseases of Tropical Plantation Crops."

Dr. DOIDGE (South Africa) gave an account of the citrus diseases occurring in South Africa. Citrus canker (*Pseudomonas citri*), the most serious disease affecting citrus trees, was probably introduced into South Africa from Japan in a consignment of trees planted out in the Warmbaths Experimental Orchard in 1905. The disease was first noticed in 1908 and, in the wet season of 1908-09, it spread with amazing rapidity. All the nursery stock at the orchard was burnt and the distribution of young trees stopped. A series of dry seasons followed, but in 1916 75 per cent. of the buds failed at Buffelspoort, and in 1917 another outbreak occurred at Wolhuters Kop in the Rustenburg area. The condition of affairs indicated that the only course to pursue to prevent the ruin of the citrus industry was the eradication of all infected trees. The methods of spread of the disease were discussed, especially carriage by flood water which had been observed to be able to occur up to a distance of 8 or 10 miles. Records of the trees sent out from the Warmbaths orchard had been kept and these consignments were followed up. In 1917, a quarantine was established round the Rustenburg area and money was granted by the Government for a total eradication campaign on which 18 or 20 inspectors were employed. Details of the procedure of the campaign were given and the cost to date was stated to be £117,000. While the present position gave grounds for hoping that the disease had been exterminated, it was necessary to wait for a wet season to be quite sure that this is the case. It is now over two years since the last case was seen, but the organism is known to be capable of living for a long time. Other citrus diseases occupying their attention were concentric ring blotch, the etiology of which is obscure, and lemon scab, which is only serious as a nursery trouble. The causal organism of scab has been isolated, its pathogenicity proved, and it has been recently identified by Dr. Butler as a species of *Sporotrichum*. The paper was illustrated by numerous maps and photographs.

Dr. BUTLER spoke of the eradication campaign against citrus canker in Florida, and stated that it had been less successful than that in South Africa, the last case recorded being about eight months ago. Besides, it was admitted in America that neighbouring States were infected and it was hard to see how total elimination could be hoped for, whereas in South Africa there was no near centre of infection. If the future bore out the present hopes it would, he thought, be the first case of total eradication of a disease of this kind. He also made

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some remarks regarding the indentity of the scab fungus and its relationship to certain human parasites of the same genus of fungi.

Mr. DOWSON (Wisley) said he had frequently seen concentric ring blotch in East Africa, especially in the dry season.

Mr. NOWELL (Trinidad) spoke of the great importance of the general aspect of eradication methods and thought that the present campaign, if successful, would have a considerable reaction throughout the world.

Chair: Mr. F. A. STOCKDALE.

Mr. MASSEY (Sudan), in opening a discussion on the diseases of cotton, gave an account of those occurring in the Sudan. The present outbreak of angular leafspot (*Bacterium malvacearum*) was described. The organism was readily isolated and inoculations proved its pathogenicity. It is always accompanied by a yellow coccus which, however, is not pathogenic. The disease appears immediately after germination in the seed-beds and the effect of humidity and temperature on its course was discussed, detailed data being presented to illustrate this effect. With regard to the question of control, it could be definitely said that the disease was carried over on the seed and the problem was one of seed disinfection. Disinfectants gave healthy plants but subsequent infection occurred, contact being sufficient to bring this about. The organism is unable to survive in the soil and is very susceptible to heat and light in the laboratory. Manure has no effect on the disease. Other allied plants in the Sudan did not become infected, though he had recently heard of a case of the sort in America. Several disinfectants have been tried, including uspulun, mercuric chloride, "sporocide," lysol, and Jeyes fluid. There is less fuzz on Egyptian cotton seed than on American and, hence, treatment with concentrated sulphuric acid is unnecessary. Lysol and the cresol disinfectants with resin soap gave more efficient wetting, and in the present year the whole of the seed of the cotton crop is being disinfected with cresol disinfectants. The ideal treatment would deal with the pink boll worm, simultaneously with the angular leafspot organism and the recent work of disinfection of cotton seed by heating to 100° C. *in vacuo* may prove useful. Other diseases of cotton in the Sudan were briefly described, including an obscure disease, which is suspected to be due to *Rhizoctonia*.

Mr. BRITON-JONES (Long Ashton, formerly Ministry of Agriculture, Egypt) spoke of the cotton diseases which are found in Egypt. *Bacterium malvacearum* causes a triangular leaf spot, but is not of serious economic importance in the area with which he was familiar. Root rot, caused by a species of *Rhizoctonia* identical with the fungus hitherto known as *Sclerotium bataticola*, occurs with some virulence. Boll rots are due to infection of the wounds caused by the pink boll worm by the saprophytic fungi *Rhizopus nigricans* and *Aspergillus niger*. Sooty mould occurs and, also, the wilt disease caused by *Fusarium vasinfectum*. Sore shin (*Corticium solani*) is prevalent and is closely dependent on soil and temperature conditions at the time of sowing.

Mr. NOWELL (Trinidad) described the varying symptoms of attack by *Bacterium malvacearum* in the West Indies, namely, leaf spotting, bacterial boll rot, and black arm. Any of these symptoms may be manifested to the exclusion of the others.

Mr. MASSEY stated that in the Sudan, the black arm form predominates, but leaf infection of primary leaves is common. The bolls are not affected to the same extent as elsewhere.

Professor ASHBY (Imperial College of Tropical Agriculture, Trinidad) spoke of the different degrees of virulence of the cultures used in experiments in Trinidad and of the effect of climatic conditions on the manifestations of the disease.

Dr. SHAW (India) mentioned briefly the researches now being carried out by Mr. Dastur in India, which indicate that wilted plants contain higher proportions of aluminium salts than the controls and point to the toxic effect of aluminium as the primary cause of cotton wilt, fungi being secondary agents.

Mr. SUMMERS (Shirley Institute) brought forward the subject of the mildewing of cotton fabrics, one which he stated was of vital importance to the cotton industry. The fungi causing these troubles seemed to be usually tropical moulds and the importance to cotton growers of growing clean cotton was emphasized,

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as in future the cotton spinners would not be inclined to buy cotton which had a reputation of being contaminated. Any fungus which has the power of lowering the P_H value has the power of spotting fabrics, while fungi which raise the P_H do not produce such striking symptoms but have a tendering action. Disinfection with ammonium silicofluoride and steeping with formalin have been tried.

Mr. STOCKDALE (Ceylon) elicited further details of the treatment of the seed against *Bacterium malvacearum* in the Sudan. The manifestation of one set of symptoms of the disease to the exclusion of the rest was confirmed for Ceylon. Upland cottons from Madras were stated to be susceptible.

Professor ASHBY (Trinidad) gave his paper on the "Panama" disease of bananas. The symptoms and general nature of the disease were described in detail. A toxin was probably produced by the fungus (*Fusarium cubense*) which played a large part in causing the characteristic symptoms. The spread of the disease was chiefly brought about by planting infected rhizomes, and by the transference of infected trash. The organism persists in the soil for at least ten years. The measures for the control of the disease in Jamaica were described and these have so far been successful in that the disease has been kept under control. The real solution of the Panama disease problem was the discovery of an immune variety, and the work in progress at the Imperial College of Tropical Agriculture with this end in view consists of: (1) tests of the "Grenada fig," which so far is resistant and may be identical with the robusta variety in Jamaica and another variety in Surinam, and (2) of breeding experiments. Pollen from seed-bearing bananas has been used for crossing Gros Michel, and out of about 20,000 pollinations 180 seeds were obtained, of which 60 germinated, giving 20 plants, of which 12 were still growing. One seedling of Congo X Gros Michel is also being grown.

Mr. HANSFORD (Jamaica) said he had isolated many strains of *Fusarium*, similar to that which causes Panama disease, from soils and found that *Fusarium cubense* is only present in areas which are bearing or have borne infected plants. With regard to the robusta variety a trial shipment is to be made, probably this year. The climatic factor seems to play a great part in decreasing the virulence of the disease in Jamaica, and the speaker referred to the fact that on irrigated lands no disease occurs. At present 250–300 acres are kept under isolation in Jamaica, probably about 0·5 per cent. of the healthy area. With this was contrasted the state of affairs in British Honduras, where only 8 to 10 bunches per acre could be gathered, in place of 300, on account of the disease.

Mr. NOWELL (Trinidad) stated that the disease had been a deterrent to the banana industry in Trinidad, and other places in the West Indies, as well as in Surinam and Central America.

DR. BUTLER offered the services of the Bureau in arranging for reports on any trial shipments of immune varieties which might be sent over.

Mr. NOWELL said that they might make a trial shipment during the coming months and might then be glad to accept the help offered by the Bureau.

Mr. HANSFORD cited instances of unreliable reports of the condition of fruit from commercial sources.

MEETING: FRIDAY, 4TH JULY, 2.15 p.m.

Chair: Mr. F. A. STOCKDALE.

Mr. BUNTING (Gold Coast) spoke of the "Diseases of cacao in the Gold Coast." One of the most important of the diseases prevalent in this area is *Trachysphaera fructigena*. The life history and morphology of this new and interesting fungus were described in some detail and the control measures suggested discussed. Another disease which was occupying their attention was "Collar crack," which was due to the fungus *Armillaria mellea* or to a species closely allied to it. The symptoms produced by this disease consist of characteristic vertical cracks in the trunks of the trees, through which mycelium appears which bears the fructifications. The common parasite *Phytophthora faberi* was very prevalent and caused serious losses. Various thread blights occurred, but had not been identified satisfactorily; they were not of great economic importance.

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Mr. GADD (Ceylon) said that *Phytophthora faberi* was the most serious disease of cacao in Ceylon. The question of the identity of the *Phytophthora* on rubber with that on cacao was discussed. The form from rubber infects cacao with difficulty and vice versa. Mixed cultures indicated that there are + and — strains, and that mixed cultures of unlike strains gave oospores.

Mr. NOWELL stated that *P. faberi* was the worst disease of cacao also in Trinidad, but that much could be done to make conditions unfavourable to this fungus by the removal of shade trees. This process required care so as to avoid any sudden shock to the trees, but if properly carried out gave very beneficial results.

Mr. GADD stated that algal disease (*Cephaleuros mycoidea*) occurred on exposed trees in Ceylon.

Mr. NOWELL said that this disease also occurred in the West Indies and was sometimes serious when the conditions of growth were defective.

Several instances were given by various speakers of the disastrous effects of the sudden removal of shade on the health of the trees, and it was agreed that the operation required to be carried out with care.

MEETING: FRIDAY, 4TH JULY, 2.45 p.m.

Chair: Mr. F. A. STOCKDALE.

Discussion: "The Influence of Soil Conditions on Plant Diseases."

Mr. NOWELL (Trinidad) opened a discussion on "The Influence of Soil Conditions on Plant Diseases." The speaker expressed the view that many of the diseases of plants are due primarily to bad soil conditions and that the fungus is only parasitic when these conditions render the host susceptible. Diseases of this nature could be divided into two groups (*a*) root diseases and (*b*) debility or poverty diseases. Root diseases may be occasioned by over-richness in the soil; in the central portions of Dominica limes are grown in pockets of exceptionally rich soil, and in these places the lime is particularly susceptible to root disease associated with *Rosellinia*. On the other hand, rich soil may induce resistance in certain instances. The cultivation of the Bourbon cane was rendered impossible throughout most of the West Indies by *Colletotrichum falcatum*, but in certain areas of rich soil in Trinidad this variety is still cultivated. Red ring, a nematode disease of the coconut, was mentioned as a type of disease apparently uninfluenced by soil conditions. With regard to debility diseases, these are largely occasioned by poverty of the soil. The root rot of sugar-cane has been attributed to various organisms such as *Marasmius*, *Rhizoctonia*, *Odontia* and *Pythium*, but the speaker thought it was really due to failure to provide the cane with conditions suitable for its growth, the habitual presence of fungi being a consequence of a primary weakness in the plant. Poverty of soil is one of the causes of this weakness, and by good manuring the disease can often be completely overcome. Other unsuitable soil conditions can induce the disease; thus, by applying ammonium sulphate in excessive quantity so that the soil becomes acid, an outbreak of *Marasmius sacchari* is usually induced. Potash deficiency in cotton leads to a disease known as yellow leaf blight, the leaves showing a peculiar yellowing and later becoming attacked by the weakly parasitic fungi, *Alternaria*, *Macrosporium* and *Cercospora*. Chlorosis of sugar-cane occurs in patches of soil containing excessive amounts of saltpetre. "Blight" of sugar-cane is really due to a soil factor, although insect attack is the immediately exciting cause.

Mr. TUNSTALL said that most of the diseases of tea can be benefited and many can be controlled by soil treatment and cultivation. Brown blight (*Glomerella cingulata*), grey blight (*Pestalozzia theae*) and red rust (*Cephaleuros mycoidea*) are associated with poverty of soil, generally a deficiency of potash. Manuring with sulphate of ammonia is often followed by disease, especially brown blight. The disease caused by *Botryodiplodia theobromae* can often be cured by applications of nitrate of potash, and examination of the plants after this treatment shows that the fungous hyphæ are absorbed by the host. *Sphaerostilbe repens* and *Poria* sp. occur apparently when the soil is acid, but while it has been found that the appli-

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cation of lime prevents the further development of the former disease, it tends to make the latter worse.

Dr. RAYNER asked whether any observations had been carried out on the mycorrhiza of tropical crop plants and pointed out that conditions which induced starvation in the plant might inhibit the development of mycorrhiza and consequently still further reduce the vigour of the plant.

Dr. BUTLER said that he had examined a large number of crop plants in India for mycorrhiza and found the common endophyte with vesicles and arbuscules to be almost universally present, sometimes rare, as in cotton, sometimes in great quantity, as in castor oil and bamboo. Every bamboo he had examined was copiously provided with the endophyte.

Miss WELSFORD (Zanzibar) stated that, so far as she was able to ascertain, clove trees suffering from disease or debility did not have mycorrhiza.

Mr. DOWSON gave various examples of the association of poor soil conditions with plant diseases in Kenya.

Dr. SHAW (India) described the permanent manurial plots at Pusa, and stated that the incidence of wilt of pigeon pea (*Fusarium udum*) was decidedly greater on the superphosphate plots than on the others. Green manuring appeared to counteract this influence of superphosphate to some extent.

Dr. HORNE stated that Bramley's seedling apples from silt soil were much more resistant to fungous attack than apples from the Fenland district. There was also a difference in the acidity of the saps of apples from different localities. Any P_H data which may be available with regard to the cell sap of trees under conditions inducing susceptibility or resistance to disease were much required.

Mr. TUNSTALL said that it was hoped to gain some information with regard to the effect of manures on the constitution of the cell sap of the tea bush, and thought that this would be of use in the direction mentioned by Dr. Horne. He also mentioned the work done in India on the influence of soil conditions, and the application of fertilizers, on the mosquito blight of tea, which appeared to be very markedly affected by certain applications.

Dr. BUTLER suggested some possible explanations of the results observed in the Pusa manurial plots in regard to pigeon pea wilt, and stated that one of the difficulties with regard to obtaining data on the effect of manures on the composition of the host plant was the extraction of samples of the sap that would fairly represent what was present in the living plant.

Mr. TUNSTALL said that a method of extracting the sap had been worked out by Dr. Schryver which might be applicable.

MEETING: SATURDAY, 5TH JULY, 10.30 a.m.

Chair: Mr. W. NOWELL.

Discussion: "The Application of the Results of Mycological Investigation."

Dr. SHAW (India) opened a discussion on "The application of the results of mycological investigation" from the point of view of a tropical country with native cultivators. In India, land is held under two systems: (*a*) in which the "zemindar" owns large areas which he lets out to the peasants, and (*b*) in which the peasant or ryot himself owns the land which he works. The organization of the Indian Agricultural Service was outlined in considerable detail. The headquarters of the service are at Pusa. Two mycologists are stationed there, and under them are a number of Indian assistants and fieldmen. The fieldmen are intended for work requiring close contact with the cultivators. Certain of the larger provinces have a mycological organization of their own, similar in plan to that at Pusa, but where such organizations do not exist the work is undertaken by the Pusa staff. In case of serious outbreaks of disease the central staff assists the provincial one in coping with them. In illustration of the working of the service, the methods which were adopted in dealing with specific diseases were described. In the campaign against palm bud rot (*Phytophthora palmivora*) revenue officers were utilized with great success, and in the scare occasioned by the outbreak of *Diplodia corchori* on jute the police were called upon to help. With regard to the steeping of sorghum seed against smut with copper sulphate,

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which is now sold all over Western India in penny packets, the mycological fieldmen give demonstrations of methods to the cultivators, and the matter of selection of sugar-cane setts against red rot (*Colletotrichum falcatum*) is similarly dealt with. More complicated measures, such as those for the *Phytophthora* rot of the areca palm, are directly carried out by the mycological staff. One of the great obstacles to progress is the intense ignorance and conservatism of the cultivator, and this could only be overcome by education and demonstration patiently carried out year after year.

Dr. MURPHY (Irish Free State) then dealt with the subject from the point of view of temperate countries with a white population. He was of opinion that phytopathology should develop on the lines of medical science—there should be the local plant doctor as well as the local medical doctor, besides the specialists and investigators. The prime duty of the ordinary pathologist, the "general practitioner," is to deal with the diseases of the country in which he lives, to find remedies for them, and to get these remedies applied. The best work of the phytopathologist is the introduction of control methods. The speaker described his experience in Canada, where the farmers were at first entirely ignorant regarding the *Phytophthora* blight of potatoes, but after demonstrations of the method of control by spraying they eagerly adopted this practice. Phytopathologists should give great care and attention to the introduction of new control methods. These must be simple and should be handed over to the agricultural advisers to be applied when their efficacy was established. The methods now being adopted for the control of the so-called degeneration diseases of potatoes in Ireland were described. The education of the advisers and phytopathologists in the ordinary routine of agriculture and horticulture is most important, and the education of the public in the rudiments of plant diseases is also a matter worthy of close attention.

Mr. BUNTING (Gold Coast) said their difficulties in West Africa were that the natives will not carry out the measures recommended to them, and the question arises as to whether any form of compulsion can be utilized to achieve the desired end.

Miss WELSFORD (Zanzibar) stated that she found the same difficulty in Zanzibar, and inquired whether it was the duty of the Government merely to give advice or to enforce those control measures which are known to be necessary.

Dr. BUTLER spoke of the outbreak of coconut bud rot in the Seychelles, and in such a case he considered that a campaign should be organized by the Government to get the disease under reasonable control in the first instance. When the disease had been reduced to manageable proportions by these means, then owners of diseased trees should take over the work of control and finally it might be made an offence for anyone to own a diseased tree. It was largely a matter of education of the growers until they came to see that the measures required were reasonable and that it was their duty to carry them out.

Dr. MURPHY emphasized the importance of teaching children in elementary schools something about plant diseases.

Dr. DOIDGE (South Africa) said that organized industries, such as the citrus-growing industry in South Africa, supported the Department of Agriculture in measures for the control of diseases, but that unorganized industries, like tobacco growing, were very difficult to deal with.

Mr. STOCKDALE (Ceylon) stated that the plantation industries in Ceylon gave little trouble and steps were now being taken to organize research by these industries themselves. The mycologists, entomologists, and other agricultural officers kept in touch with the planters by means of bi-monthly meetings at which a free exchange of opinions took place.

Mr. Nowell then vacated the chair in favour of Sir David Prain.

The report of the Committee appointed on Wednesday, 2nd July, to consider proposals for the future work of the Imperial Bureau of Mycology and their cost was read and discusssed. The report, together with various resolutions and votes of thanks, was then passed unanimously, and the chairman declared the Conference closed.

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Appendix IIa.

Minutes of the Committee of the Imperial Mycological Conference appointed to consider proposals for the Future Work of the Imperial Bureau of Mycology and their Cost.

Present.

Dr. Rendle, Managing Committee of the Bureau, *Chairman.*
Dr. Doidge, Union of South Africa.
Professor Ashby, Imperial College of Tropical Agriculture, Trinidad.
Mr. Nowell, Trinidad.
Dr. Shaw, India.
Mr. Bunting, Gold Coast.
Mr. Cunningham, New Zealand.
Dr. Pethybridge, Managing Committee of the Bureau.
Dr. Butler, Director of the Bureau.
Mr. Clutterbuck, Colonial Office, Secretary to the Managing Committee.

1. The Committee considered the following proposals which had been referred to it by the Conference in connection with Item (1) of the Agenda :—

(*a*) It had been suggested that lists of determinations of fungi sent to the Bureau for identification should be published from time to time in the *Review of Applied Mycology*, together with the name of the sender and the locality.

The sense of the Conference had been somewhat adverse to this proposal on the ground that it was desirable for the *Review* to be maintained purely as an abstracting journal. The Committee concurred in this view, but agreed that, in order that the plant disease surveys recommended by the Conference might be the more successfully carried out, measures should be taken to encourage overseas mycologists to send specimens to the Bureau by according the senders some recognition in the *Review*. They, therefore, recommended that a loose leaflet giving the information suggested should be inserted in future copies of the *Review*.

(*b*) A suggestion had been received for the compilation of a list of the names and addresses of plant pathologists in the British Empire, to be published once in two years.

The Committee pronounced themselves strongly in favour of this proposal, and recommended that the preparation of such a list should be undertaken as soon as possible.

(*c*) It had been suggested for consideration that "it would be desirable for the Director or another equally responsible official of the Bureau to visit systematically the mycologists of the Empire."

Financial and other considerations were against this proposal and the general sense of the Committee was that it was impracticable at the present time.

(*d*) A suggestion had been made for the preparation by the Bureau of a series of standard library index cards dealing with the diseases of individual host plants to be sold to those asking for them.

Dr. Butler explained that the Bureau possessed index cards covering the diseases of a limited number of host plants. He saw no objection to having copies of these cards made for sale to individual applicants as required, but he explained that (i) owing to the thickness of the cards it would be impossible to take more than one copy at a time, and that (ii) it would be necessary to hire the services of a special typist in every case, the time of the typists at the Bureau being fully occupied. Each applicant would, therefore, be required to pay the whole cost of copying. There might be difficulty in finding accommodation for the special typist, but some satisfactory solution could probably be found.

The Committee expressed the view that many overseas mycologists might be glad of the opportunity to avail themselves of these facilities and

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they recommended that, subject to the stipulations proposed by Dr. Butler, and on the understanding that the proposal would be confined to the index cards already in the possession of the Bureau, an announcement in the sense suggested should be made to contributing Governments.

(*e*) It had been suggested that the Bureau should undertake the preparation and publication of illustrations to assist Departments which are without the services of a mycological officer.

It is clear that the preparation of such illustrations would be an expensive matter and would involve the Bureau in financial loss. Moreover, the Committee considered that the diagnosing of plant diseases from illustrations would be a highly dangerous expedient, and in the circumstances they expressed the opinion that the adoption of the proposal was undesirable.

(*f*) It had been proposed that, in view of the benefits derived from an exchange of views between overseas mycologists, Conferences of a similar character should be held at intervals of five years.

The Committee expressed themselves as strongly in favour of this proposal, and a resolution to this effect was carried unanimously.

2. The Committee proceeded to consider the following suggestions which had been referred to it under Item (2) of the Agenda :—

(*a*) It had been proposed that the Bureau should undertake the publication of a periodical containing original papers. The sense of the Conference had been against this suggestion in view of the ample facilities already in existence for the publication of such papers, and the Committee decided that the proposal should be referred to the next Mycological Conference.

(*b*) It had been proposed that abstracts of the Annual Reports of the Government Plant Pathologists of the Dominions and Colonies should be grouped together in a special Empire number, prefaced in the case of the larger Dominions and Colonies by a short review of the research work done in that Dominion or Colony during the year.

The sense of the Committee was against the adoption of this proposal.

(*c*) It had been suggested that the Bureau should undertake the work of condensing the voluminous literature published on such subjects as "Tobacco Mosaic."

After some discussion the Committee recorded its opinion that, in view of the magnitude of the work involved, the adoption of the proposal was not feasible.

(*d*) A suggestion has been made that the question of undertaking the publication of a "Review of Systematic Mycology" should be considered.

The Committee considered that the publication of such a review was not part of the functions of the Bureau, but they agreed that such a publication would be of considerable value to mycologists and recommended that the suggestion should be brought to the notice of the British Mycological Society.

3. The Committee then turned its attention to the financial requirements of the Bureau. A statement showing the annual receipts and expenditure of the Bureau at the present time was circulated to the Committee, together with an estimate of the annual expenditure of the Bureau during the next five years. This estimate had been approved by the Managing Committee of the Bureau, after examination by the Finance Sub-Committee, and provided for—

(i) The creation of a post of systematic mycologist. This side of the Bureau's work was falling badly into arrear owing to shortage of staff.

(ii) The promotion of the senior Assistant to be Assistant Director, in order that Dr. Butler might be relieved of some of his responsibilities and thus be free to devote his time to more important work.

(iii) The continuation of the incremental scales already in operation.

(iv) The provision of an annual sum of £200 for overseas travel expenses, such sum, if unused in any one year, to be added to the provision made under this head for the ensuing year. The Managing Committee had

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expressed its emphatic opinion that the opportunities afforded by invitations to overseas conferences for the Director and his staff to keep in close and constant touch with overseas mycologists should not be neglected, and they considered the provision of funds for this purpose essential.

(v) The provision of a sum of approximately £225 for the establishment of a Provident Fund. This question was at present before the Managing Committee, who had agreed that, in view of the fact that Provident Funds had been established in all similar institutions in the United Kingdom, the creation of such a fund was desirable and had directed that details of the Funds established elsewhere should be obtained in order that the inauguration of a similar Fund for the Bureau might be considered.

After a close examination of the scheme submitted, during which the salaries proposed were examined in the light of those paid to the staff of the Imperial Bureau of Entomology, the Committee expressed the view that although the adoption of the scheme would require an increase of £1,500 per annum in the income of the Bureau, the scheme could not be curtailed without impairing the Bureau's efficiency, and the following resolution was carried unanimously :—

" That this Committee considers the scheme of expenditure placed before it to be essential to the efficient maintenance of the Bureau for the next five years, that an income of £6,500 per annum will be required to enable the scheme to be adopted, and that appeal should be made to the Governments of the self-governing Dominions, India, the Sudan, and the Colonies and Protectorates to provide this sum."

4 July, 1924.

APPENDIX IIB.

ESTIMATED INCOME OF THE BUREAU FOR THE FINANCIAL YEAR 1924-5.

Government grants...	£4,900
Interest	175
Total	£5,075

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APPENDIX IIc.

Expenditure of the Bureau on Present Scale.

	Rate of Salary. £	Salary on 1st April, 1924. £			
Salaries—					
Director	800–25–1,000	875			
Assistant (Publication) ...	530–20–570	550			
Assistant (Systematic) ...	530–20–570	570			
Abstractor	300–10–320	330*			
,, ...	300–10–320	320			
,, ...	300–10–320	320			
Clerk (General)	156–5–161	161			
,, (Journal)	156–5–161	166			
Laboratory Attendant ...	175	175			
Charwoman (part-time) ...	39	39			
Indexer for *Review* (part-time)	£3 for each month's index.	36			
			£3,542	0	0
Apparatus and furniture			50	0	0
Library			80	0	0
General office expenses			150	0	0
Review (deficit)			575	0	0
Pension contribution to India Office			228	11	0
Miscellaneous			50	0	0
Cost of copying card index of parasitic fungi...			200	14	0
Expenses of tours to Australia and West Indies			226	0	0
Total expenditure			£5,102	5	0

* Additional increment for fourth year of service sanctioned at the 9th General Meeting of the Managing Committee, December, 1923.

Estimated Expenditure on Proposed Scale.

	Rate of Salary. £	Average Salary. £	
Salaries—			
Director	1,000	1,000	
Assistant Director	700–20–780	740	
Mycologist	600–20–680	640	
Assistant Mycologist	590–20–670	630	
Abstractor	340–10–380	360	
,, ...	330–10–370	350	
,, ...	330–10–370	350	
Clerk (General)	166–5–186	176	
,, (Journal)...	171–5–191	181	
Laboratory attendant	175	175	
Charwoman (part-time)	39	39	
Indexer (part-time)	£4 per month	48	
			£4,689
Apparatus and furniture			50
Library			80
General office expenses			150
Review (deficit)			600
Pension contribution to India Office			228
Miscellaneous			50
Overseas travel expenses			200
? Provident Fund at 5 per cent. of salaries			225
Contingencies			228
Total			£6,500

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PALESTINE

REPORT

BY

His Britannic Majesty's Government

ON THE

PALESTINE ADMINISTRATION, 1923.

LONDON:
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MANDATE FOR PALESTINE.

First Annual Report to the Council of the League of Nations.

His Britannic Majesty's Government have had the honour to communicate to the Council upon the dates noted hereunder the following Reports on the Palestine Administration, and other documents in connection therewith.

*Report on the Palestine Administration, July, 1920-December, 1921
†Ditto 1922
Palestine Order in Council 1922
Ditto (Amendment) 1923
‡Correspondence with the Palestine Arab Delegation and the Zionist Organisation June, 1922
§Papers relating to the Elections for the Palestine Legislative Council 1923
‖Proposed Formation of an Arab Agency ... 1923

Copies of all laws and regulations promulgated or issued in Palestine up to the end of the year 1923 have been submitted direct to the Council by the Palestine Administration.

A report¶ on the Palestine Administration for the year 1923 is appended hereto.

These documents furnish a comprehensive review of the measures taken by His Britannic Majesty's Government to carry out the provisions of the Mandate for Palestine. The specific questions asked by the Permanent Mandates Commission in their questionnaire of 23rd August, 1922, are dealt with below.

I.—Jewish National Home (Article 2 of the Mandate).

1. *Question.*—What measures have been taken to place the country under such political, administrative and economic conditions as will secure the establishment of the national home for the Jewish people?

What are the effects of these measures?

Answer.—The legislation of the Government of Palestine has been directed towards the general aim of providing equal opportunity for all communities and classes, and encouraging enterprise.

An Ordinance was enacted in 1920 to regulate immigration into Palestine. The Ordinance does not expressly relate to Jewish immigration, but provides that entry into Palestine, either for permanent or temporary residence, shall be regulated by the High Commissioner from time to time according to the conditions and the needs of the country.

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* Stationery Office Publication, December, 1922.
† Stationery Office Publication, July, 1923.
‡ Cmd. 1700 of 1922.
§ Cmd. 1889 of 1923.
‖ Cmd. 1989 of 1923.
¶ Colonial No. 5, 1924 (Non-Parliamentary Publication).

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The action of the Government in regard to Jewish settlement on the land has been similar to that taken with regard to immigration, that is, it has removed unfavourable discrimination imposed by the Ottoman legislation, and given equal opportunity to all persons to acquire land and register it in their own name.

The amount of land acquired by Jews during the last three years is as follows: In 1921—100,000 donums (about 25,000 acres), of a value of £E.600,000; in 1922—45,000 donums, of a value of £E.700,000; in 1923—34,440 donums.

For further reference, *see* :—

Palestine Order in Council, enacted 1922.
Ditto (Amendment) ditto 1923.

——	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Lands	111	46	41

In June, 1922, His Majesty's Government published a White Paper*, which embodied a statement of its policy in relation to Palestine.

In November, 1923, His Majesty's Government published a further White Paper† containing correspondence with the High Commissioner for Palestine on the proposed formation of the Arab Agency.

For further reference, *see* :—

——	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Introduction	5	—	3
Law and Justice	—	19	18
Ditto Religious Courts ...	—	20	19
Education ... ... } Grants-in-Aid ... ... }	52	28	24-25
Lands—Opening of Land Registry	110	—	—

2. *Question.*—What measures have been taken to place the country under such political, administrative and economic conditions as will secure the development of self-governing institutions?

What are the effects of these measures?

Answer.—For reference, *see* :—

——	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Legislation	47-50	19	3, 20-21

* Cmd. 1700 of 1922. † Cmd. 1989 of 1923.

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3. *Question.*—What measures have been taken to place the country under such political, administrative and economic conditions as will safeguard the civil and religious rights of all the inhabitants of Palestine, irrespective of race or religion?

What are the effects of these measures?

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Moslem Religious Courts ...	91	5, 19, 20	19
Non-Moslem ditto ...	93	5, 19, 20	19

Palestine Order in Council, Section 51-54, 1922.

II.—Autonomous Administration (Article 3).

Question.—What measures have been taken to encourage local autonomy?

What are the effects of these measures?

Answer.—The Ottoman Law of Municipalities has remained in operation, but owing to the absence of electoral registers it has not been possible to hold municipal elections. Consequently, the Municipal Councils which exist in 21 towns have hitherto since the Occupation been nominated.

Various Ordinances passed by the Government enlarge the powers of the Municipal bodies. A Municipal Loan Ordinance empowered Municipalities, subject to the sanction of the High Commissioner, to raise loans secured on the property and revenue of the Council.

The system of Municipal taxation is in process of reform.

In the larger towns Municipal Courts of honorary magistrates have been established, who deal with contraventions of Municipal By-laws, and with minor offences under the Penal Code.

An Ordinance was passed in 1921 to provide for the establishment of elected Local Councils in the larger villages. These bodies exercise quasi-Municipal functions, may levy rates on the property of the village, and impose certain fees enumerated in the Order establishing each Council, and with the approval of a District Governor may issue By-laws for securing good order in the village.

For further reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Legislation	47-50	21	18

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III.—Jewish Agency (Article 4).

1. *Question.*—When, and in what manner, has the Jewish agency been officially recognised?

Answer.—A committee appointed by the World Zionist Organisation is established in Palestine, and is officially recognised as a consultative body for the purpose of advising and co-operating with the Government in matters that may affect the establishment of a Jewish National Home in Palestine.

For further reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Immigration	127	52	47

2.—*Question.*—Has this agency given any advice to the Administration in the past year? If so, in what form, and in what connection?

Answer.—A member of the Committee is granted a weekly interview at Government House, and the Committee correspond with the Government Departments on Departmental matters.

3. *Question.*—What is the nature and extent of the co-operation of this agency with the Administration of Palestine in economic, social and other matters?

Answer.—The Committee are consulted by the Administration in fixing the Schedule of the numbers of immigrants to be allowed entry, and the Zionist Organisation, through its agencies in Europe, participates in the selection thereof.

The Zionist Committee maintains a complete system of education for the Jewish people. The expenditure in 1922-23 was £E.110,000. The Zionist Organisation maintains a medical unit (Hadassah) at an annual cost of £E.90,000.

4. *Question.*—In what manner has this agency taken part in the development of the country (statistics of the results obtained)?

Answer.—The Zionist Committee has special branches for maintaining agricultural settlement, commerce and industry. Indirectly, the Zionist Committee has co-operated in several constructive public works undertaken by the Government. Thus, it advanced the money to the Government for the cost of laying a metalled road to the villages of Rishon le Zion and Rehobot from the main Jaffa-Jerusalem road, which forms the first part of a highway to be built to Gaza. The Jewish Co-operative Labour Association, a body supported by the Zionist Organisation, competes for contracts for the construction of roads and other public works. Among the works carried out by it for the Government are the Tiberias-Semakh road, and other roads in Galilee,

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for a total price of about £E.150,000; the construction of a railway siding for the army at Sarafand, and of a branch line from Ras el Ain to the Jewish village of Petah Tikvah; the building of barracks at Jenin, and of a Government office at Ramleh. The total value of these Government and army contracts to the end of 1922 was nearly £E.200,000.

5. *Question.*—What steps have been taken in consultation with His Britannic Majesty's Government to secure the co-operation of all Jews who are willing to assist in the establishment of the Jewish national home?

Answer.—The Palestine Government is in touch with a number of organisations other than the Zionist Organisation, which have as their object to assist in the settlement of Jews in Palestine. In particular, the Palestine Economic Board, the Jewish Colonisation Association, and the Palestine Development Council constituted by Jews in the United States, the Alliance Israelite Universelle, whose headquarters are in Paris, and the Joint Distribution Committee for the Relief of War Sufferers who maintain Jewish orphans in Palestine.

IV.—Immigration and Emigration (Article 6).

1. *Question.*—What measures have been taken to facilitate Jewish immigration?

Answer.—For reference, *see* :—

——	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Immigration and Travel—			
(1) Establishment of Special Organisation ...	126	—	—
Immigration Ordinance ...	126	—	—

An Immigration Officer of the Palestine Government was attached to the British Consulate at Trieste to assist in the selection and granting of visas to immigrants. This officer has now been transferred to Warsaw, where the bulk of the immigrants come, and the Trieste office has been closed.

2. *Question.*—What measures have been taken to safeguard the rights and position of other sections of the population?

Answer.—The general principle regulating immigration into Palestine, namely, that it must be determined by the economic capacity of the country to absorb the new settlers, safeguards the other sections of the population from any serious disturbance of economic conditions. The figures of unemployed are carefully compiled from month to month by enquiry in all the districts.

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Where the figures have shown that there is a considerable number of persons out of work, whether new settlers or old residents, the immigration of working-people has for a time been further restricted.

3. *Question.*—What measures have been taken in co-operation with the Jewish agency to encourage the close settlement by Jews on the land (give figures)?

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Authority to Zionist Organisation to introduce Immigrants	127	—	47
Numbers of Immigrants ...	127	54	49
Countries of Origin, ditto ...	128	55	50
Settlement on Land	5, 115	—	47

4. *Question.*—What are the effects of these measures?

Statistics of immigration (country of origin, religion, race, profession, age and sex). Geographical distribution within the country in the urban centres and in the rural districts.

Some statistics for emigration.

Answer.—Exact statistics are not available of the distribution of immigrants in urban and rural areas, but hitherto the vigorous building activity in the larger towns has attracted there the bulk of the new arrivals.

The geographical distribution of the present Jewish population in the census of 1922 was: Municipal areas, 68,622; rural areas, 15,172. In a census estimate in 1920 it was 56,200 and 10,370, respectively.

For further reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Numbers	127	5	49
Countries of Origin	128	55	50

V.—Land Regime (Article 6).

1. *Question.*—How have State lands been defined and delimited?

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Answer.—For reference, *see* :—

——	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Agriculture	4, 105-109	42-46	—
Lands Registry	109	46	41
Government Lands	113	47	—
Land Commission	113	46	—
Demarcation ditto	114	—	42
Surveys	113	47	42

2. *Question.*—How have waste lands been defined and delimited?

Answer.—For reference, *see* :—

----	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Cadastral Surveys	113	47, 48	42, 43

3. *Question.*—What measures have been taken for the registration of real property?

Answer.—For reference, *see* :—

——	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Law and Justice, Land Courts	90, 91	—	17
Lands Registry	109	46	41
Opening of Registries ...	110	46	—

VI.—Nationality (Article 7).

1. *Question.*—What is the text of the nationality law?

Answer.—An Order in Council concerning Palestinian Nationality is now under consideration.

2. *Question.*—Have special provisions been enacted, framed so as to facilitate the acquisition of Palestinian citizenship by Jews?

Answer.—(*See* above.)

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VII.—Judicial System (Articles 8, 9 and 10).

1. *Question.*—When did the new judicial organisation begin to operate?

Answer.—The Palestine Order in Council, Part V, comprises sections dealing with judicial organisation, but many detailed changes to be introduced in the existing system in accordance with its terms have not yet come into operation. It will be necessary for an Ordinance to be passed reconstituting the High Courts whose functions and powers are modified in certain measures. Legislation to this end is now under consideration.

For further reference, *see* :—

——	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
History	3, 84-87	26	—
Court of Appeal	87	—	17
District Courts	88	—	18
Magistrates' Courts	89	—	18
Severance of the Administration of the Courts from the Department of the Attorney-General	—	5, 21	—
Municipal Courts	—	21	18

2. *Question.*—What special features does it include with a view to assuring to foreigners as well as to natives a complete guarantee of their rights as laid down in Article 9?

Answer.—For reference, *see* :—

——	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Capitulations	87	21	—
Jurisdiction over Foreigners ...	—	20	—
Palestine Order in Council—Sections 58-67	—	—	19

3. *Question.*—What special measures have been taken to assure respect for the personal status of various peoples and communities, and for their religious interests?

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Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Religious Courts	—	19	18
Moslem Religious Courts ...	91	5, 20	19
Non-Moslem ditto—			
Christian	93	5, 20	19
Jewish	93	5, 20	19
Palestine Order in Council...	38-67	—	—

4. *Question.*—How have the control and administration of Wakfs been assured?

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
General	5	—	—
Finance	—	21	—

5. *Question.*—What extradition agreements have been made between the Mandatory and other foreign Powers since the coming into force of the mandate?

Answer. Extradition Agreements.—Two provisional extradition agreements have been made by the High Commissioner for Palestine. The first was made in July, 1921, with the High Commissioner for Syria, and states in the preamble that it is to be replaced subsequently by a definite arrangement to be made between the two Governments. The parties undertake to surrender reciprocally any person who is prosecuted, or who has been condemned for an offence, against the Civil or Military Law in force, committed on the territory of the other party, provided that the act is punishable with at least one year's imprisonment, or the sentence is at least one year's imprisonment. The person surrendered may only be tried for the offence in respect of which application for extradition was made, and extradition will not be granted for a political offence.

Excluded from that category are :—

(*a*) Any act of violence or brigandage, whether committed by a single person or by a band either against individuals, or against the local authorities, or against the railways or other means of communication.

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(*b*) Any attempt against the person of the High Commissioner or the head of the Government, or any member of their families.

The procedure for extradition requires the application to be considered by a British or a French official, respectively. In the case of an application made to the Palestine Government, if the person to be extradited is a Palestinian, or a foreign subject, the charge is to be examined judicially before the order for surrender can be made.

The second agreement was made with the Egyptian Government, and is similar in its terms, except that it applies only in respect of persons who, under the legislation for the time being in force in Egypt would, if in Egypt, be subject to the criminal jurisdiction of an Egyptian Court. In consequence, neither the Egyptian nor the Palestine Government can apply for the extradition of a foreign subject.

For reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Extradition	—	22	—

VIII.—Economic Equality (Articles 11 and 18).

1. *Question.*—How have the interests of the community been safeguarded in the execution of measures taken to secure the development of the country in respect of public ownership or control of any of the natural resources of the country, or of the public works, services and utilities?

Answer.—The whole of the railway system in Palestine has been brought under public ownership; the water supply of Jerusalem, which is the only town in which a general installation of water has been established, has been taken over by the Municipality from the Public Works Department of the Government, which had administered, and in many directions improved, it since the Civil Administration came into being; and the tobacco monopoly has been discontinued. Further, a mining policy designed to secure full Government control of mineral resources is now under consideration.

For further reference, *see* :—

Palestine Order in Council, Sections 12 and 13.

2. *Question.*—Has it been found necessary to arrange with the Jewish agency to construct or operate any public works, services and utilities, or to develop any of the natural resources of the country, and if so, under what circumstances?

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Answer :—

Construction and operation of public works, etc., in conjunction with the Jewish Agency.

In no case has any arrangement been made directly with the Jewish Agency to construct or operate any public works or to develop any of the natural resources of the country; it is, however, a term of the projected concession to Mr. Rutenberg for generation of electrical energy from the Jordan that the constitution of the company which will operate the concession shall be subject to the approval of the High Commissioner in agreement with the Jewish Agency.

The Zionist Committee advanced to the Government the sum of £E.15,000 for the purpose of constructing a highway from the Jaffa-Jerusalem road to the Jewish villages of Rishon le Zion and Rehobot. The Government was to repay that sum within three years of its being received, or earlier at the discretion of the Government; the villages undertake to repay to the Government £E.5,000 in 10 yearly instalments of £E.500 each. No interest is payable by the Government on the loan.

3. *Question.*—Give a complete list of concessions and the names and nationalities of the concession holders.

Answer.—Particulars of the concessions granted are as follows :—

(1) Concessions for the provision and supply of electrical energy for lighting and power purposes, and for irrigation in the district of Jaffa. Concessionaires: The Jaffa Electric Company, Limited, a Palestine Company.

(2) An agreement to grant a concession for the generation of electricity by means of water power derived from the Rivers Jordan and Yarmuk, and for its distribution throughout Palestine, was concluded with Mr. Pinhas Rutenberg, a Russian subject, in 1921. A Palestine Company, the Palestine Electric Corporation, has been formed, in accordance with the terms of the agreement, to operate the concession, and it is anticipated that the concession will be granted at an early date.

(3) An agreement for the grant of a concession for the drainage of Lake Huleh, and for the reclamation and irrigation of certain lands in and in the vicinity of the Lake has been concluded with the Syro-Ottoman Agricultural Company, Limited.

This agreement replaces a concession granted by the Turkish Government in the year 1914. The actual concession will be granted if the Syro-Ottoman Agricultural Company, Limited, fulfils certain conditions, including the formation of a British or Palestine Company, to carry out the concession.

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(4) An agreement of a concessionary nature empowering the Athlit Salt Company, a Palestine Company, to produce salt by evaporation from the sea at Athlit.

(5) A concession for the maintenance of certain lighthouses on the sea-board of Palestine was granted by the Turkish Government to the Société de Phares de l'Empire Ottoman, a French Company, in 1860, and is still in operation.

(6) A concession was granted to the Jewish Colonization Association in 1921 for the drainage, cultivation, and afforestation of the Government lands between Athlit and Cæsarea.

(7) A small concession for motor-boat transport on the Dead Sea. Concessionnaire: Mr. Hasboon, a Syrian. This concession is not at present in operation, and proposals for its revival in a revised form are at present under consideration.

4. *Question.*—Give the reports submitted to the company meetings and the balance sheets of these undertakings, or, when such reports and balance sheets are not available, give all information relating to the subject, particularly the rate of interest and the uses made of profits.

Answer.—No information is available.

5. *Question.*—What provisions are made to secure economic equality as regards—

(*a*) Concessions?

(*b*) Land tenure?

(*c*) Mining rights (in particular, rules in regard to prospecting)?

(*d*) Fiscal regime (direct and indirect taxation)?

(*e*) Customs regulations (imports, exports, transit)?

Answer:—

(*a*) No legislative provision has yet been made.

(*b*) *Land tenure.*

The difficulties placed by the Ottoman legislation in the way of foreign persons acquiring land in their own name and the prohibition against any foreign corporation holding land have been removed by Ordinances passed by the Administration, in virtue of which all foreign persons, whether individual persons or corporate persons, can hold land upon the same terms as any Palestinian person, individual or corporate person.

(*c*) *Mining rights.*

No legislation about mining has yet been enacted, and no mining rights have yet been granted.

(*d*) *Fiscal regime* and

(*e*) *Customs Regulations.*

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There is no discrimination in the customs tariff in favour of the imports of any particular country except Egypt. Under the Military Administration imports from the Ottoman Empire paid a duty of 8 per cent. only, while the general import duty is 11 per cent., because the 3 per cent. that was added to the original duty for the service of the Ottoman Public Debt was not charged on such imports. That distinction, however, was abolished in November, 1922. The indulgence allowed by the Military Administration still applies to goods of Egyptian origin subject to the *ad valorem* tariff.

Under the provisions of the Palestine-Syria Customs Agreement, the domestic produce of either territory is admitted free of duty. Export duty at the rate of 1 per cent. *ad valorem* is chargeable on goods despatched abroad, with the exception of those despatched to Syria, as above stated.

Foreign subjects are liable to the same taxation, whether imposed by the Central Government or by local bodies, as Palestinian citizens. The Ottoman Law of professional tax (*temettu*), which was assessed only upon Ottoman subjects and not upon foreigners, has not been applied hitherto by the Administration in Palestine. A number of foreign charitable institutions enjoyed privileges of immunity both from customs duties and from payment of direct taxes, house and land tax, and tithes, in virtue of privileges granted under the Capitulatory Regime. Those immunities have hitherto been maintained by the Administration, but no fresh privileges of the kind have been granted.

Further information in this connection will be found in the relevant section of the Report on the Palestine Administration from July, 1920, to December, 1921.

6. *Question.*—What regulations has the Mandatory Power made for the application of the clause providing " freedom of transit under equitable conditions "?

Answer.—The following is the text of the only Customs Agreement entered into by the Government of Palestine by virtue of Article 10 of the Mandate, and this Agreement embodies the only regulations made to apply to Palestine the clause of the Mandate relating to freedom of transit under equitable conditions.

This Agreement must be considered to be provisional until it has been confirmed by the French Government and His Majesty's Government.

AGREEMENT BETWEEN THE GOVERNMENT OF PALESTINE AND SYRIA IN RESPECT OF CUSTOMS REGULATIONS ON FOREIGN GOODS IN TRANSIT TO SYRIA VIA PALESTINE, AND TO PALESTINE VIA SYRIA.

1. *Goods through-booked from Country of Origin to Country of Destination passing directly through Country of Transit.*

(*a*) Import duty will be charged by the country of destination only.

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(*b*) All goods will be examined in country of transit by the customs authorities in the presence of an official of the railway responsible for their safe carriage.

(*c*) The customs officials of the country of transit will ensure that the goods are as stated in the Way Bills and Invoice of goods presented by the railway, and will take records for statistical purposes. They will also ensure that the goods are not on the categories of prohibited imports.

(*d*) Exact valuation will not be carried out, but any apparent discrepancy between the goods and the invoices will be noted on a transit advice note to be made out by the customs official for the information of the country of destination.

(*e*) The Way Bills will then be certified as correct by the customs officials of the country of transit (subject to paragraph (*d*) above), and the goods allowed to proceed to the country of destination.

(*f*) The railway will forward the transit advice note signed by the customs officials of the country of transit to the customs officials of the country of destination; a copy will accompany the goods, and a second copy will be retained by the Customs in the country of transit.

(*g*) Articles, import of which is prohibited, will be dealt with according to the regulations of the country of transit.

(*h*) The customs officials of the country of destination will pay from the dues collected one-half per cent. on the value of the goods to the country of transit to cover the cost of the above formalities. The receipts of this duty will be forwarded monthly by the customs authorities of the country of destination to the Director of Customs of the country of transit.

(*i*) Should any consignment or part thereof fail to reach the customs authorities of the country of destination, and be so inscribed on the transit advice note referred to in paragraph 1 (f), the onus of search will lie with the officials of that country, unless it be proved that the goods did not cross the frontier. In the latter case the onus will lie with the country of transit.

2. *Goods in transit, by sea or railway, breaking bulk at or consigned through an agent in a town in the country of transit on route for the country of destination.*

The regulations laid down in paragraph 1 will be carried out with the following alterations—

(*a*) All goods will be taken on charge of the Customs in the town of transit.

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(*b*) Customs formalities as detailed in paragraph 1 will be carried out with the consignee or his agent, and not with the railways.

(*c*) The consignee or his agent in the town of transit will pay any storage or other fees incurred other than those laid down in 1 (*a*).

(*d*) After completion of formalities, the consignee or his agent will be allowed to re-consign the goods on his giving a guarantee to the customs officials in the country of transit of payment of the customs duty due on each consignment.

(*e*) In the event of the goods or part thereof being proved to have remained in the country of transit, the guarantor will be liable for the import duty of the country of transit.

(*f*) If, on the contrary, the goods are proved to have crossed the frontier, the customs authorities of the country of destination will be responsible for the collection of duty.

3. Where not specifically modified in the above agreement, International Customs Transit regulations will be carried out.

4. In this agreement the term "Palestine" shall include Transjordania, and the Government of Syria agrees to establish bonded stores in Damascus to deal with goods breaking bulk in that town in transit for Transjordania.

5. This agreement will take effect on a date to be mutually agreed upon later, and will remain in force until the verification of the treaty with Turkey, when it will be reconsidered and confirmed or otherwise by mutual agreement.

(Signed) GOURAUD.
(Signed) HERBERT SAMUEL.

ANNEX I.

Text of letter from General Gouraud to the High Commissioner.

(Translation.)

I have the honour to return with my signature the agreement relating to the transit of goods between Syria and Palestine, the text of which you were kind enough to send me.

I am glad that the conclusion of this agreement will put an end to the smuggling which is being carried on along the frontier of Transjordania at the cost either of Palestine or of Syria.

The British Authorities and the French Administration shall henceforth be able to levy taxes at that frontier on all goods of foreign provenance which actually cross the frontier without their knowledge.

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It is, of course, understood that the French Authorities shall have the right to levy customs duty on goods of foreign origin entering their territory on which dues have been collected at Haifa, and which are subsequently forwarded to Syria and to the Lebanon.

Goods of Palestine origin exported with a certificate of origin from the British Authorities are naturally exempt from customs dues, as will be the case in Palestine for goods of Syrian or Libanese origin forwarded under the same conditions.

Article 5 in the agreement provides that it shall take effect on a date to be mutually agreed upon later. I have the honour to propose to you that this date shall be the 1st October, 1921, in order that we, on either side, may adopt the necessary measures on the application of this agreement.

(Signed) GOURAUD.

ALEY, *20th August*, 1921.

ANNEX II.

Reply of the High Commissioner to General Gouraud.

MONSIEUR LE HAUT-COMMISSAIRE,

I have the honour to refer to your letter dated the 20th August, 1921, enclosing the agreement relating to the transit of goods between Syria and Palestine, signed by you.

It is, of course, understood that the Palestine Government shall have the right to levy customs duty on goods of foreign origin entering Palestine, on which dues have been collected at a Syrian port, if such goods are subsequently exported to Palestine.

I agree to your proposal to fix the 1st of October next the date on which this agreement will come into force.

A copy of the agreement signed by me is returned herewith.

(Signed) HERBERT SAMUEL.

GOVERNMENT HOUSE,
JERUSALEM,
25th August, 1921.

7. *Question.*—Have any customs agreements been made by virtue of Article 18? If so, give the text of such agreements.

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Syria-Palestine Customs Agreement	24	—	—

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IX.—Holy Places (Articles 13 and 14).

1. *Question.*—What measures have been taken for the assumption by the Mandatory of responsibility in connection with the Holy Places and religious buildings or sites, including the responsibility of preserving existing rights, and of securing free access to the Holy Places, religious buildings and sites, and the free exercise of worship?

Answer.—The Administration of Palestine has assumed responsibility for the Holy Places and religious buildings and sites as successor to the Turkish Government. In all specific cases that have arisen it has strictly maintained the *status quo,* and has postponed the final determination of any disputed questions until the establishment of the Holy Places Commission, contemplated by Article 14 of the Mandate. The definition of the purely Moslem sacred shrines will also be one of the functions of that Commission.

Proposals were communicated to the Council of the League of Nations by His Majesty's Government on 3rd January, 1922, for the constitution of the Commission, but, a general agreement not having been reached with respect to them, those proposals were withdrawn.

2. *Question.*—Which are the purely Moslem sacred shrines, the immunities of which are guaranteed?

Answer.—*See* above.

X.—Freedom of Conscience (Articles 15 and 16).

1. *Question.*—What measures have been taken to assure freedom of conscience and religion?

Answer.—For reference, *see* :—

Palestine Order in Council, Section 83.

2. *Question.*—Have any restrictions been made upon the free exercise of any form of worship in the interest of the maintenance of public order and morals? What are the effects of such restrictions?

Answer.—In the interests of the maintenance of public order and morals a circular notice was communicated to the Heads of all communities with reference to the conversion of a person from one religious community to another. The question became of importance because conflicts of jurisdiction arose in matters of personal status of a person who had changed his religion.

This circular was subsequently cancelled, and the question is receiving further consideration. The intervention of the Government in the matters of change of religious community is directed solely to secure that there will be public notification of a change of legal status. For further references, *see*: Palestine Order in Council, Sections 47, 52, 53, 54 and 64.

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The only other case in which the Administration was called upon to take any action affecting worship in the interests of the maintenance of public order was with reference to the tomb of the Baha Ulla, the revered founder of the Bahai sect. The tomb is at Acre, and had been in the custody of Sir Abbas Abdel Bahai, his son. When Sir Abbas died in the summer of 1922, a dispute arose as to the succession to the custody of the tomb between his grandson, who was appointed by his will as the head of the community, and his brother, who was the eldest member of the family. As it was impossible to obtain an agreement between the two parties, the Administration took possession itself of the key of the tomb, and gave free access to the members of both parties. It recommended the convening of an assembly of representatives of the Bahai Communities from all parts of the world who should settle the question of succession, but it has not yet been possible to hold the assembly. Any untoward incident, however, has been averted.

3. *Question.*—What measures have been taken to assure the rights of communities to maintain their own schools for the education of their own members?

What educational requirements of a general nature are imposed by the Administration?

What measures have been taken to assure the exercise of such supervision over religious or any charitable bodies of all faiths or nationalities in Palestine as may be required for the maintenance of public order and good government?

Answer.—*See* " Education," XIX.

Legislation on the subject of supervision over religious or charitable bodies is now receiving consideration.

XI.—Military Clauses (Article 17).

1. *Question.*—What is the form of military organisation and training?

Answer.—There is no military training in Palestine, nor any military organisation except that of the British Garrison and of the Gendarmerie Police.

2. *Question.*—Are there any police forces independent of the military charged with the defence of the territory?

What is the respective importance of these two forces and the amount spent on each?

Racial and religious composition of these two forces.

Answer.—For reference, *see* :—

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	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Foreword	3	—	—
Origin of the Department of Public Security	97	—	—
Organisation	99	37, 39	—
Strength and Composition by religion of the Police ...	99	—	30, 31
Palestine Gendarmerie ...	100	5, 38-40	33
,, ,, *Officers*—			
British			14
,, ,, *Men*—			
Mohammedan			202
Christian			22
Jews			109
Circassians			110
Others			11

3. *Question.*—Has there been any occasion for the Administration of Palestine to contribute to the cost of maintenance of the military forces of the Mandatory Power?

If so, to what extent?

Answer.—No.

4. *Question.*—Has the Mandatory exercised its right to use the roads, railways and ports of Palestine for the movement of armed forces and the carriage of fuel and supplies?

Answer.—Yes.

If so, to what budget has the expenditure been charged?

Answer.—The expenditure in connection with the movement of troops is borne by His Majesty's Government.

XII.—International Conventions (Articles 19 and 20).

1. *Question.*—To what international conventions has the Mandatory adhered on behalf of the Palestine Administration?

Answer.

The Universal Postal Convention and subsidiary Agreement, 1920.

The International Transit and Waterways Conventions, 1921.

The International Copyright Convention, 1908.

It is also proposed to adhere to the International Opium Convention, 1912.

2. *Question.*—What steps have been taken by the Mandatory to co-operate with the League of Nations in the struggle against disease, including diseases of plants and animals?

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Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Public Health	57-83	33-37	26-30
Agriculture	105-109	42-46	36-41

XIII.—Antiquities (Article 21).

Question.—Has the Mandatory enacted a law of antiquities according to the provisions laid down in Article 21 of the mandate?

Give the text.

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923
	Pages	*Pages*	*Pages*
Ordinance Official Gazette, No. 40	—	—	—
Organisation	129	55	—
Museums	129	—	51
Historical Sites	129	—	50
Conservation	129	—	50
Archæological Societies ...	130	—	51
Excavations	129	56	51

XIV.—Official Languages (Article 22).

1. *Question.*—Have the three official languages been used simultaneously, and on an equal footing in legislative and administrative documents, and in the courts?

If not, what languages are used?

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Palestine Order in Council, Section 82	—	—	—
Legal	87, 88	26, 27	—
Administrative	5	—	—

The official Gazette is published in English, Arabic and Hebrew.

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2. *Question.*---To what observations does the application of this system give rise?

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Legal	88	26, 27	—
Administrative	5	—	—

XV.—Holy Days (Article 23).

Question.—What days are recognised as holy days by the various communities?

Answer.

Moslem Festivals.

New Year	1 Muharram.
Yom 'Ashura (date of Noah leaving the Ark, and of the death of Husein at Kerbela)	10 Muharram.
Maulud al-Nebi (Mohammed's birthday)	12 Rabih al-Awwal.
Lailat al-Raghaib (night of Mohammed's conception)	Eve of first Friday in Rajab.
Lailat al Mi'raj (night of Mohammed's miraculous journey)	27 Rajab.
Lailat al-Baraat (" Night of Decrees," when the guardian angels received from the Almighty tablets recording the fate of their charges in the coming year)	15 Sha'ban.
Ramadhan	1-30 Ramadhan.
Lailat al-Qadr (" Night of Power," on which the requests of all worshippers are believed to be granted)	27 Ramadhan.
'Id al-Fitr (Sheker Bairam, 3 days) ...	1-3 Shawwal.
'Id al-Adha (Qurban Bairam, 3 days)...	10-12 Dhu al-Hijja.
Descent of Holy Banner (Sanjaq al-Sherif) from Jerusalem to Nebi Musa	Friday before Orthodox Good Friday.
Return of Banner from Nebi Musa ...	Orthodox Maundy Thursday.

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Christian Festivals.

Orthodox Festivals.

Christmas Day, New Year's Day, Epiphany or Theophania, Purification, Annunciation, Palm Sunday, Good Friday, Easter Day, St. George, Ascension, SS. Constantine and Helen, Whit-Sunday, SS. Peter and Paul, Transfiguration, Assumption, Nativity of the Blessed Virgin Mary, Exaltation of the Holy Cross, St. James, St. Nicholas.

Roman Catholic and Western Churches.

New Year's Day, Epiphany, Good Friday, Easter Monday, Ascension Day, Whit-Monday, Christmas Day.

Jewish Festivals.

The Jewish festivals are divided into three categories: (*a*) days of rest; (*b*) festivals on which work is permissible; (*c*) fasts.

Date.	Category (*a*).	Category (*b*).	Category (*c*).
Tishri 1–2	Rosh ha-Shana (New Year).	—	—
,, 10	Yom Kippur (Day of Atonement).	—	—
,, 15	1st Day Tabernacles (Sukkot).	—	—
,, 16–21	—	2nd–7th Day Sukkot.	—
,, 22	8th Day (Sukkot Simhat Torah).	—	—
Kislev 25 to Tevet 2 ..	—	Hanuka (Maccabeans).	—
Tevet 10	—	—	A'sara be-Tevet (Siege of Jerusalem).
Shevat 15	—	Tu be-Shevat (Tree New Year).	—
Adar 13	—	—	Ta'anit Esther (Fast of Esther).
,, 14	—	Purim.	—
,, 15	—	Purim (in Jerusalem only).	—
Nisan 15	1st Day Passover.	—	—
,, 16–20	—	2nd–6th Passover.	—
,, 21	7th Day Passover.	—	—
Iyar 18	—	Lag Laomer (Outdoor Day).	—
Sivan 6	Shavuot (Pentecost).	—	—
Tammuz 17	—	—	Shiva' Asar be-Tammuz (Capitulation of Jerusalem).
Ab 9	—	—	(Destruction of the Temple).

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2. *Official Holidays.*

(1) Common to all Communities :
The King's Birthday (3rd June).

(2) Moslems :
Return from Nebi Musa of the Sanjaq al-Sherif (Holy Banner); 'Id al-Fitr (Sheker Bairam, 3 days); 'Id al-Adha (Qurban Bairam, 3 days); Maulud al-Nebi.

(3) Christians (observed according to Gregorian or Julian Calendar as the case may be) :
New Year's Day, Epiphany, Good Friday, Easter Monday, Ascension Day, Whit-Monday, Christmas Day, Boxing Day.

(4) Jews :
Passover (2 days), Pentecost (1 day), New Year (2 days), Atonement (1 day), Tabernacles (2 days).

Copy of Circular on the subject issued by the Palestine Government follows:—

No. Adm. 2026.

GOVERNMENT HOUSE,
JERUSALEM,
22*nd December*, 1923.

Chief Secretary's Circular No. 287.

Subject OFFICIAL HOLIDAYS, 1924.

June the 3rd, the Anniversary of the birthday of His Majesty the King, will be a general Government holiday. In addition, the following days will be observed as official holidays in 1924 by the members of the respective communities :—

1. Christians—

	Western Churches.	Orthodox Church.
New Year's Day ...	1st January ...	14th January.
Epiphany	6th January ...	19th January.
Good Friday ...	18th April	25th April.
Easter Monday ...	21st April	28th April.
Ascension Day ...	29th May	5th June.
Whit-Monday ...	9th June	16th June.
Christmas Day ...	25th December ...	7th January, 1925.
Boxing Day ...	26th December ...	8th January, 1925.

NOTE.—These dates are according to the Gregorian Calendar (New Style).

2. Moslems—

Return from Nebi Musa of Sanjaq al-Sherif ...	15th May.
Sheker Bairam (Fitr, 3 days)	5th-7th May.
Qurban Bairam (Adha, 3 days)	13th-15th July.
Maulud al-Nabi	10th October.

NOTE.—The President of the Moslem Supreme Council states that, as the Moslem Festivals depend upon the appearance of the

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New Moon, it is possible that they may be changed by a day or so shortly before the Feast concerned.

3. Jews—

1st Day of Passover	19th April.
7th Day of Passover	25th April.
Pentecost	8th June.
1st Day of New Year	29th September.
2nd Day of New Year	30th September.
Day of Atonement	8th October.
1st Day of Tabernacles	13th October.
8th Day of Tabernacles (Rejoicing of the Law)	20th October.

NOTE.—The Secretary of the Chief Rabbinate states that all Jewish Feasts begin half-an-hour before sunset on the previous evening, and terminate half-an-hour after sunset on the date shown, with the exception of the Day of Atonement, when, for the convenience of persons fasting, work should cease two hours before sunset on the previous day.

The following days are holidays of obligation binding on all Catholics of the Latin Rite, and every facility should be given to Roman Catholic Officers of the Government to attend Mass on these days :—

The Circumcision	1st January.
The Epiphany	6th January.
St. Joseph's Day	19th March.
The Ascension	40 days after Easter.
Corpus Christi	Thursday after Trinity Sunday.
SS. Peter and Paul	29th June.
Assumption of Our Lady ...	15th August.
All Saints	1st November.
Immaculate Conception ...	8th December.
Christmas Day	25th December.

G. F. CLAYTON,
Chief Secretary.

XVI.—TRANS-JORDANIA (Article 25).

1. *Question.*—Has the territory lying beyond the Jordan been finally delimited and organised?

Answer.—The territory has not yet been finally delimited.

The political regime in Trans-Jordan differs from that in Palestine in that the Administration of Trans-Jordan is in the hands of His Highness the Emir Abdullah, son of H.M. King Hussein of the Hejaz, who is assisted by Arab Departmental Advisers. The Emir Abdullah and his Advisers are in close touch with the Chief British Representative at Amman, the Trans-Jordan seat of Government, who represents the High Commissioner for Palestine.

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2. *Question.*—In what way does the political and administrative regime established in this territory differ from the regulations laid down for Palestine?

Answer.—For reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Palestine Order in Council excluding Trans-Jordan from certain clauses of the Mandate	—	3	—

XVII.—Labour.

Questions.

1. Have measures been taken to ensure, in accordance with Part XIII of the Treaty of Versailles, the consideration of conventions or recommendations of International Labour Conferences?

2. Are these conventions or recommendations being carried into effect?

3. What other regulations are in force in regard to labour?

4. What powers has the Administration for controlling labour contracts in order to ensure their loyal fulfilment both on the part of employer and employed, and what powers does it possess to prevent any abuses in this respect?

5. What is the competent authority in regard to labour legislation, and what authority is responsible for the application of such legislation?

Answer.

It was partly with a view to ensuring the consideration of conventions and recommendations of International Labour Conferences that a Sub-Department of Labour of the Palestine Administration was constituted towards the end of 1921.

The recommendations and conventions of the International Labour Conferences are in many instances inapplicable to Palestine in its present condition. There is no specific Labour Legislation in force in the country, apart from the Ottoman Law of the 22nd of Rajab, 1327 (July 27th, 1909). This law relates to labour disputes on works of public utility, and provides for the avoidance of cessation of work in the course of such disputes, and for the intervention of Government with a view to the conciliation of the parties.

The question of workmen's compensation is under consideration. Hitherto, employees of private employers have been entitled to compensation only in the event of proved negligence on the part of the employer. Graduated compensation is granted to officers and

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employees of Government for injuries received in the course of and arising out of their Government duties or employment. A Civil Pension Law, which will more precisely define the conditions and scale of compensation for injuries and of pensions, has been framed.

The only powers which the Government has to control labour contracts from the point of view of their loyal fulfilment by employer and employed are those of persuasion, apart from the powers provided in the Ottoman Law of Rajab, 1327.

Under the Ottoman Law the competent authority for its application is " the Highest Administrative Official of the locality," which would correspond to the Chief Secretary in the present Administration.

For further reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Labour	128	17, 18	47

XVIII.—Trade in and Manufacture of Drugs.

Question.—Have measures been taken to secure the prohibition or the control of the importation of the production and the consumption of poisonous or narcotic drugs?

Answer.—The Public Health Ordinance No. 4, promulgated in November, 1921, embodies regulations governing the exercise of the profession of pharmacy and the trade in drugs and poisons. The Inspector of Pharmacies of the Department of Health makes regular inspections of all pharmacies and drug stores, reports on any contraventions of the terms of the Ordinance, and submits specimens of drugs to the Government Analyst where there is any doubt as to their nature or purity.

The importation of drugs is subject to the approval of the Department of Health, and examination of consignments is made at the ports by Quarantine Medical Officers. A permit from the Department is required before the import of the following drugs for medicinal purposes is permitted :—

Medical opium.

All preparations (official and non-official, including the so-called anti-opium remedies) containing more than 0·2 per cent. of morphine or more than 0·1 per cent. of cocaine.

Heroin, its salts and preparations containing more than 0·1 per cent. of heroin.

All derivatives of morphine, of cocaine, or of their respective salts, and every other alkaloid of opium which may be shown by scientific research generally recognized, to be liable to similar abuse and productive of like ill effects.

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Poisonous substances as scheduled in an appendix to the Public Health Ordinance No. 4.

The import of hashish and raw opium is forbidden, and the export from Palestine, and the cultivation, purchase, sale and possession in Palestine of hashish are punishable offences.

The manufacture of drugs is controlled by a Public Notice issued in 1920 relating to the exploitation of Public Establishments and Unhealthy Trades.

An Inspector of Public Establishments maintains control of such manufactories and establishments.

For further reference, *see* :—

——	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Public Health	57-83	33-37	26-30
Public Security	97-102	37-41	30-34

XIX.—Education.

1. *Question.*—What is the general system of elementary education (organization and statistics)?

Is this education free for all, and, if not, in what cases is it free?

Answer.—For reference, *see* :—

——	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
History and Organisation ...	4, 50	27	—
Elementary	51	5, 28	—
Educational Committee ...	56	—	—

2. *Question.*—What measures have been taken for higher education—for example, medical, veterinary and technical education?

Answer.—For reference, *see* :—

——	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Secondary	53	28	24
Training Colleges	53	29	23
Technical	53	28	26
Agricultural Schools ...	54	—	26
Education of girls	54	—	24
Law Classes	95	24	21, 22
Training of Hospital Nurses ...	71	34	29
Non-Government Schools—			
Moslem	54	28, 29	24, 25
Jewish	54	28	24, 25
Christian	55	28	24, 25

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3. *Question.*—In what languages is instruction given in the various categories of schools?

Answer.—For reference, *see* :—

	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Language of Instruction ...	52	—	—

XX.—Public Health.

1. *Question.*—What steps are being taken to ensure public health and sanitation, and to combat endemic and epidemic diseases?

Answer.—For reference, *see* :—

	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
(*a*) History	57	—	—
(*b*) Organisation ...	58	33	26
Government Hospitals, etc.	69	35	—
(*c*) Legislation	60	—	—
(*d*) Regulations	60	—	—
(*e*) General Results	61	—	—
(*f*) Epidemic and Health Section—			
Epidemic Service ...	63	—	—
Quarantine	79	36	28
Pilgrimage to Mecca ...	80	37	29
Lunacy	81	36	—
(*g*) Laboratory Sections—			
Bacteriological	82	34	29
Entomological	83	—	29
Chemical	83	—	29

2. *Question.*—What is the regime for medical assistance?

Answer.—For reference, *see* :—

	Reports on Palestine Administration. July, 1920-December, 1921.	1922.	1923.
Medical Section—	*Pages*	*Pages*	*Pages*
(*a*) Hospitals and Dispensaries	68	—	28
(*b*) Medical Commission ...	72	—	—
(*c*) Practice of Medicine— Pharmacy ... ... Dentistry ... ... Midwifery	72	36	29
(*d*) Training in First Aid	73	—	—
(*e*) School Medical Service	74	34	27
Anti-Malarial Service ...	75	33, 34	27
Water Supplies	77	33	27
Ophthalmic Section	78	36	27

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3. *Question.*—What is the actual situation as regards prostitution, and what measures have been taken in this matter?

Answer.—Prostitutes are not licensed by the Administration. Active measures have been taken by the police to combat the evil. There is no compulsory inspection, but facilities are given by the Department of Health for free medical treatment.

XXI.—Public Finance.

A general schedule of the revenue and expenditure of the territory, the budgetary system, and indication of the nature and the assessment of taxes.

For reference, *see* :—

	Reports on Palestine Administration.		
——	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Foreword, Finance	3	4	—
Financial—			
(*a*) General	6	—	—
(*b*) Revenue	7	6	7
(*c*) Expenditure	7	6	8, 9
(*d*) Taxation (Ottoman Taxes) collected ...	8	7	9, 10
(*e*) Ottoman Public Debt ...	13	—	—
(*f*) Ottoman Taxes not enforced	16	—	—
(*g*) Revenues of State Domains	16	—	—
(*h*) Municipalities	17	—	—
(*i*) Local Council	21	—	—
(*j*) Moslem Religious Endowments	21	—	—
Customs	—	—	10, 11
Organisation	22	—	—
Frontiers	23	—	—
Trans-Jordan	24	—	—
Syria	24	—	—
Syria - Palestine Customs Agreement	24	—	—
Egypt	26	—	—
Rates of Duty	27, 28	—	—
Prohibited Imports	29	—	—
Imports and Exports	31	10-13	11-15

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XXII.—Demographic Statistics.

Statistics of births, marriages (polygamy), deaths, emigration and immigration.

	Reports on Palestine Administration.		
	July, 1920-December, 1921.	1922.	1923.
	Pages	*Pages*	*Pages*
Census	—	5	—
Births and Birth-rates ...	68	—	—
Infantile Mortality	68	—	—
Bedouin Tribe	68	—	—

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Issued by the Colonial Office.

WEST AFRICA.

PALM OIL AND PALM KERNELS.

Report of a Committee appointed by the Secretary of State for the Colonies, September, 1923, to consider the best means of securing improved and increased production.

LONDON:
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WEST AFRICA.

PALM OIL AND PALM KERNELS.

Report of a Committee appointed by the Secretary of State for the Colonies, September, 1923, to consider the best means of securing improved and increased production.

To the Right Honourable J. H. THOMAS, M.P.,
His Majesty's Secretary of State
for the Colonies.

SIR,

1. In September, 1923, your predecessor, the Duke of Devonshire, approved the appointment of a Committee to consider the best means of securing improved and increased production of palm oil and palm kernels in West Africa by better methods of cultivation and preparation. The inquiry was made at the request of the Joint West African Committee of the Liverpool, London, and Manchester Chambers of Commerce, and the members of the Committee were as follows:—

Mr. W. D. ELLIS, C.M.G. (Colonial Office), Chairman.
Mr. H. BROWN (Imperial Institute).
Mr. J. A. CALDER (Colonial Office).
Captain A. W. HILL (Director, Royal Botanic Gardens, Kew).
Mr. A. A. COWAN,
General W. H. GREY,
Mr. ROBERT L. HOLT,
Mr. L. H. MOSELEY,
Mr. LEWIS A. SMART,
} Nominated by the Joint West African Committee.

Captain HILL resigned from the Committee in December as he was proceeding on a visit to the West Indies, and Major T. F. CHIPP, M.C., Assistant Director, Royal Botanic Gardens, Kew, was appointed in his place. Mr. Moseley resigned in January as he was proceeding to Senegal, and Mr. H. G. SHAVE was appointed.

2. The merchants and others interested in the British West African Colonies, who suggested this inquiry, had in view the admittedly wasteful collection and non-collection of oil palm fruits in those Colonies, the laborious native methods of manufacturing palm oil and palm kernels and the rapid progress being made on the oil palm plantations in Sumatra, Malaya, etc. In the course of their experience they have seen the development during the past 30 years of the rubber plantations of the East, and during the course of such development have seen the forest rubber industry of West Africa

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practically eliminated as a factor in the world rubber market. In the 10 years ending 1900 rubber from the West African Colonies represented an important share of the world's rubber production. To-day to all intents and purposes there is no forest rubber produced in British West African Colonies. This has resulted from the competition of rubber plantations in other parts of the world, and it is thought that, unless steps can be taken to introduce up-to-date methods of cultivation, transport and manufacture, the palm oil and kernel industry in the British West African Colonies may in course of time suffer in the same way as the West African rubber industry.

3. In view of the evidence taken before previous committees bearing on the oil palm industry in British West Africa, particularly before the West Africa Lands Committee in 1912-13 and the Edible Nuts Committee, 1915-16,* the detailed memoranda as to recent developments already in existence and the particular information possessed by some of its members, the Committee did not consider it necessary to call witnesses and take oral evidence. It first considered the latest available reports as to the cultivation and working of the oil palm plantations in Sumatra and elsewhere. The first commercial exploitation of the oil palm in East Sumatra was started in 1911, and in four years 6,500 acres had been planted. The war intervening, planting ceased, so that by 1st January, 1917, only 6,500 acres were under cultivation, but from that time onwards there has been a steady development, and the acres planted on the East Coast of Sumatra alone are as follows :—

1st January, 1917	...	...	...	6,500 acres.
1st January, 1918	...	...	...	8,500 acres.
1st January, 1920	...	...	...	17,100 acres.
1st January, 1922	...	...	...	28,000 acres.
1st January, 1923	...	...	...	30,000 acres.

There are also a few plantations in the Malay States and Cochin China which scarcely exceed 5,000 acres in all. The plantations in the East may, therefore, be calculated to embrace between 35,000 and 40,000 acres, which, according to the official publication of the Sumatra planters, will be increased to 100,000 acres in the next ten years, and it has been publicly claimed that within 15 years the East Coast of Sumatra will export more palm oil than West Africa's pre-war record output.

4. The oil palm industry in the Dutch East Indies has the great advantage of the extremely well planned and carefully organised association of planters known as the Algemeene Vereeniging van Rubber-planters ter Oostkust van Sumatra (usually referred to as the A.V.R.O.S.) with which are associated gentlemen of high scientific attainments. Every stage of the planter's art receives the most minute investigation and research. From time to time the results achieved in the laboratories and experimental fields of the A.V.R.O.S. are published, and the planters are thereby kept in the closest touch with every stage of discovery and development concerning the planting and cultivation of palm trees, and the methods of producing palm oil and kernels.

* Cd. 8248.

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5. No less than 62 estates situated in Java and Sumatra are reported as having started plantations of oil palms. The production of oil in 1922 in these districts amounted to 3,800 tons, and this will be largely exceeded during 1923; it is confidently expected to reach a figure of 20,000 tons in 1930. Moreover, it is stated that this oil can be put upon the European markets at a substantially lower price than West African oils. The development of this new industry which has been started upon scientific plantation lines, with an available and good supply of trained indentured labour, whilst the fruit is treated by modern mechanical processes, is clearly a serious danger to the long-established palm oil and kernel trade of West Africa.

6. The Committee considered the steps which are being taken elsewhere in West Africa to meet this threatened competition. In the volume *Memoires et Rapports sur les Matieres Grasses,* Tome II, issued by the Institut Colonial de Marseille in 1922, there is a very full and interesting account of the position in French West Africa. It appears that in 1919 Dr. G. Van Pelt was commissioned to make a careful investigation into the steps that should be taken to enable palm produce from the French West African Colonies to compete with Sumatra. His conclusions were that unless prompt steps were taken the palm products industry in the French Colonies would diminish and finally disappear; that mechanical power mills for treating the produce of the palm trees were essential; and that although the working of the forest palm trees should be undertaken where possible regular plantations of the best type of palm trees were essential. Full details are given of the existing experimental mills in French West Africa and of the difficulties they have experienced in obtaining regular supplies of fruit from the natives, while the later papers in the volume show that since the date of Dr. G. Van Pelt's report in 1919 substantial advance has been made by the establishment of a central station at Bingerville in the Ivory Coast for the investigation of all aspects of the problem. As regards the Belgian Congo, from a report by Monsieur Edmond Leplae, Director-General of Agriculture in the Belgian Colonial Office, which is included in " Record " Handbooks No. 1, Oil Palms and their Fruit, printed by Griffith and Company, Limited, in 1922, and from a paper read by Mons. Beckers before the Colonial Conference held at the School of Engineering, Liège University, in June, 1922, it appears that the Belgians are reasonably confident that the palm products industry in the Congo will be able to meet the competition from the East. The Belgians claim that oil palms cultivated in the Congo have up to the present produced an equal quantity and as good quality of fruit as the Sumatra trees. Plantations of palms have been started by Europeans, the largest of which is now about 5,000 acres. Much research has been devoted to the best varieties of palms to plant. But what is more important is the great advance that has been made in working the natural palmeries in the Congo. As compared with plantations these are at a disadvantage owing to the palms being more widely scattered and of different ages. On the other hand the initial costs of a plantation are avoided, and these natural palmeries cost very little as the State which owns the land leases large areas for only a few centimes per hectare as rent. Production

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can be quickly increased as the natives learn to look after the trees, by clearing away under-growth and cleaning the heads of the palms. The natives are also encouraged to plant up bare patches in the natural palmeries, so as to concentrate the palms and reduce transport to a minimum. Mills for treating the fruit have been erected with the latest machinery and mechanical transport facilities. Difficulties were experienced owing to the comparative scarcity of native labour in the best oil palm areas, but it is understood that these difficulties are gradually being surmounted. In view of the prospective competition from the East attention is now being directed towards the reduction of the cost and difficulty of steamer and railway transport from the Haut-Congo. The best oil palm areas in the Congo are at an average distance of 1,000 to 1,500 kilometres from the sea.

7. The oil palm industry in the British West African Colonies does not have to contend with such transport difficulties, or, except in the Gold Coast, such comparative scarcity of native labour, as are met with in the Haut-Congo, but on the other hand in those Colonies little progress has been made in the industry. The fruit is collected by natives from forest trees which are to a large extent uncared for. Much of the fruit is not gathered at all, and only a comparatively small amount of fruit is obtainable without the laborious process of climbing the trees with slings round the climber's body. The palms are scattered and transport of the fruit and oil is a heavy charge. The oil is extracted from the pericarp of the fruit by native methods which are wasteful of labour, and in most cases produce an inferior oil with a high content of free fatty acid. Moreover, the amount of oil obtained by these native methods is from 8 to 10 per cent. of the weight of the fruit, whereas more than double that amount can be obtained with efficient power-driven machinery. It is impossible to estimate the difference in cost of production by native methods compared with machinery, but it can be readily understood that collecting the fruit by motor and rail transport instead of head carriage may alone give the machinery product an all important advantage. Collection and extraction by the present methods are so laborious that the industry depends essentially on an abundant supply of cheap native labour. Such an industry must be very sensitive to any decrease in the price of the product, and it must tend to diminish as the general progress of a colony offers alternative uses for labour. It is not surprising that it has languished in the Gold Coast, and its position in Nigeria cannot be regarded as secure. And yet the natural oil palm forests which exist in Nigeria, the Gold Coast and Sierra Leone should, if properly worked and developed on scientific lines, be an important source of wealth and prosperity to the native communities, the merchants and the local Governments.

8. The Committee is satisfied that unless important improvements are promptly introduced there is grave danger of the palm products industry in British West Africa being seriously affected by the development of plantations equipped with mills in Sumatra and elsewhere. It is true that certain steps have been taken by the Agricultural Departments in the British West African Colonies to

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investigate the oil palm, and the most recent reports by those Departments have been carefully considered. But it is felt by the merchants there is a danger of too much attention being devoted to the chemical and botanical aspects of the problem to the neglect of more immediately urgent practical steps. Whilst it is very desirable that the best varieties of oil palms for plantation purposes should be determined and the best native methods of manufacturing palm oil and any possible improvements thereof ascertained, it is most important that all possible steps should be taken to teach the Africans to improve the present condition of the existing trees by cleaning the heads and opening up the bush, and to demonstrate to them the result of such improvements, *i.e.*, that they would obtain a much larger yield of fruit at a less cost of labour and transport from an equal number of trees. The Africans should also be encouraged to create blocks of palm trees by planting up bare patches where the forest trees are scattered. And the destruction of oil palm trees for the manufacture of palm wine should be restricted as far as is practicable.

9. The Committee suggest that intensive propaganda on these lines should be undertaken by agricultural, forestry, administrative and other officials. Communal plantations might be encouraged where the conditions are suitable, and avenues of oil palms might be planted along the roads. It is not desirable that such propaganda should be delayed until a time when the undesirability of allowing this important industry to decay becomes apparent.

10. But while the Committee attaches the greatest importance to propaganda on these lines, it is satisfied that such methods by themselves are not sufficient. Without the introduction of modern machinery for removing the oil and kernels from the fruit, it will not be possible for the oil palm industry in British West Africa to increase to any extent, or in the near future to compete with plantation products from the East. The Directors of Agriculture in the Gold Coast and Nigeria are agreed that the introduction of such machinery is essential. It follows that either the local Governments must themselves establish mills with suitable machinery or they must offer adequate inducements to encourage private persons to establish them.

11. The Committee has not considered in any detail the question of the establishing of mills by the local Governments, but there are obvious objections to Governments undertaking such industrial and commercial enterprises. The Committee is of opinion that this necessity should be avoided by adequate inducements being provided to attract private enterprise to erect mills, as the establishment and management of a palm oil mill is a highly technical business proposition.

12. In a consideration of the inducements which might be offered to private enterprise, it is useful to consider what has been attempted in the past. No steps of any importance have been taken in Nigeria, which from the oil palm industry point of view is by far the most important and promising of the British West African Colonies, but in Sierra Leone and the Gold Coast a tentative step was taken by

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the enactment of the Palm Oil Ordinances of 1913. These Ordinances made it possible for the Governor, if he was satisfied that the consent of the tribal authorities had been obtained, to grant to an individual the exclusive right to erect a palm oil mill within an area not exceeding a circle with a ten miles radius and for a period not exceeding twenty-one years. At the expiration of twenty-one years the Governor might renew the grant for such further period not exceeding twenty-one years and upon such terms and subject to such conditions as he thought fit. It was hoped that such a partial monopoly for a limited period would be sufficient inducement to persons with the necessary capital to erect palm oil mills.

13. Numerous applications were made for grants under these Ordinances, particularly in Sierra Leone, and in one case a mill was actually erected. The mill, however, was not successful, and the numerous grants which had been taken out were allowed to lapse. The chief reason for the failure appears to have been the impossibility of securing a regular supply of palm fruit to the mill. It is clear that if a palm oil mill is to be run in an economic way it must be assured of an adequate regular supply of fruit at a reasonable price. But under the 1913 Palm Oil Ordinances the mill owner was wholly dependent on the natives of the district for the supply of fruit, and it is stated that even a good price would not secure a regular supply. Apart from the fact that no fruit would be brought to the mill while the natives were observing festivals, funeral customs, etc., the African of the farming class is not accustomed to regular work, and having brought in a supply of fruit and received a good price therefor he will undertake no further work for days or weeks at a time. The mill owner was not permitted either to hire labour and collect the fruit himself, paying a royalty to the native owners of the trees, or to enter into a contract with the native owners that they would deliver a certain quantity of fruit to the mill and in the event of their failing to do so that he should be at liberty to hire labour and collect the deficiency. Subsidiary causes for the failure may have been that the palm fruit in Sierra Leone is not so rich in pericarp oil as in Nigeria and the Congo, that the power-driven machinery was not so efficient as it is now, and that the period of twenty-one years for which monopoly rights were definitely granted was not sufficiently long to induce the grantee to embark on an expensive programme of planting new palms and training the natives to improve the existing palms in the area round his mill. Moreover, he had no assurance that his mill would benefit by any such improvements, as the natives of the district might not collect any extra fruit that was grown, and new palms might be destroyed at any time by the natives in the exercise of their rights of shifting cultivation.

14. But although experience has shown that the inducements offered in 1913 for the erection of mills were inadequate, it must be noted that many objections were raised against the policy. It was urged that it was unjust and impolitic to grant exclusive rights for the use of power-driven machinery over a large area for a period of twenty-one years; that the native owners of the oil palms in a large area would receive for their fruit only the price which the mill owner

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cared to offer instead of the possibly higher price that would have resulted from competition; and that the natives of the area were prevented from combining to erect mills and so dealing with their palm fruit in the most efficient way.

15. It may be admitted that the last objection is really theoretical. In the ten years since 1913 no natives have in fact combined to erect mills, and it seems probable that for some time to come only European capital and enterprise can provide such mills. The other objections are those which can be urged against any monopoly, but it is generally admitted that some partial monopoly may be necessary in the initial stages to establish a new industry. The Committee is satisfied that the erection of mills as rapidly as possible is most desirable in the interests of the palm products industry, and that experience shows that substantial inducements are necessary to secure their erection. It is possible that without exclusive rights mills might, in the course of time, be erected in British West Africa, but the Committee is satisfied that without exclusive rights there is no prospect of sufficient mills being erected in the near future to enable the West African oil palm industry to compete on anything like equal terms with palm oil from Sumatra. But the Governments which grant exclusive rights must have the power to see that such rights are not abused, and it must be remembered that the ultimate aim is not a number of isolated monopolist mills but an adequate number of mills to deal with the fruit available, operating in healthy competition. The interests of the native owners of the soil and palms are paramount and must be preserved, but it is in their interests that up-to-date machinery and methods should be introduced in time to cope with the threatened competition from Sumatra and elsewhere, a competition which they can of themselves neither foresee nor guard against.

16. The inducements which the Committee considers desirable in order to give reasonable prospects of success appear to be the following :—

(*a*) the person who undertakes to erect a pioneer mill should be given all possible assistance in acquiring a suitable site on freehold or long leasehold terms;

(*b*) he should be protected for a certain period against any rivals erecting a mill within a certain area;

(*c*) he should, if he so desires, be able to acquire a plantation area for cultivating oil palms, so as not to be entirely dependent on the natives for bringing sufficient fruit to his mill;

(*d*) he should be given facilities for making legally binding contracts with the natives for collecting fruit from specified areas;

(*e*) he should be given exclusive rights for the use of mechanical transport for collecting oil palm fruit within a certain area.

17. As regards the site for the mill, bungalows and stores it is unnecessary to emphasise that it should be freehold or long leasehold,

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The grantee should be given a definite period in which to install his machinery and commence the manufacture of palm oil in accordance with the terms of his agreement. Thereafter should he, without sufficient cause, cease to manufacture on a reasonable scale, his grant of exclusive rights within the area would be subject to forfeiture, but in that event he would be entitled to remove all his machinery, buildings and plant, whether portable or fixed to the soil.

18. As regards the period for which protection should be granted, there is considerable difference of opinion. The period fixed in the Palm Oil Ordinances of 1913 was twenty-one years with the possibility of renewal for a second similar period. On the one hand it is understood that the Nigerian Government considers that twenty-one years is too long a period for the definite grant of monopoly rights, quite apart from any question of renewal, as it is impossible to see what developments may take place in twenty-one years, and it is urged that it would not be equitable to grant to an individual the sole right for that period of dealing with the palm fruit in a certain area by machinery. In this connection it may be noted that the Committee on Edible and Oil-Producing Nuts and Seeds of 1915 observed that " A new factor in the situation will arise if any of the smaller (*i.e.*, hand-driven) machines, now in the experimental stage, prove commercially practicable by which it is hoped that natives will be able to make palm oil of good quality " (p. 20 of Cd. 8247). On the other hand it is urged that the period of twenty-one years is inadequate and that it should be extended to forty-two years in order that the grantee may have adequate inducement to improve the palms in the area served by his mill. It is urged that no mill owner is going to incur the expensive pioneering work of getting the natives to plant new palms in the bare spaces and cultivate the existing palms so as to improve their yield if at the end of twenty-one years a rival may be permitted to establish a mill in the area and take advantage of all the pioneering work which has been done. It must be borne in mind that from congested, untended wild palm bush very little fruit of value is obtained; that wild palms up to fifteen or twenty years of age respond to treatment and will give increased yields if systematically pruned and cleared; and that while properly cultivated new palms begin to bear at about five or six years from the seed they are in full bearing from about their 12th to 40th years. If a mill owner has systematically spent a reasonable sum annually on developing an area within a radius of seven miles of his mill, at the end of twenty-one years the production from that area will be so great and so convenient for working, owing to the reduction of transport costs by the concentration of the palms, that a rival might prefer to establish a mill in that area and compete with the existing mill rather than to start in a fresh area where there would be no mill to compete with, but where heavy annual expenditure would be necessary on improving the area, on transport, and on educating the native to sell his palm fruit instead of the products thereof. The rival mill would hope to reap the benefits of the years of pioneering work already done, but it appears improbable that such intensive competition would be in the interest of the industry or the native owners of the palms. The latter might obtain some benefit

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at first in increased prices for their palm fruit, but the mills would find it increasingly difficult to carry on and to meet the competition of palm oil from the Sumatra plantations. In a very short time either one mill would have to close down or the mills would be driven to agree to a fixed price for fruit considerably lower than either would be able to offer, if operating alone. Moreover, the risk of such intensive competition might deter capitalists from erecting mills.

19. An illustration of the evil of undue competition under somewhat similar conditions has been given by the Nigerian Director of Agriculture. An agricultural circle in the Punjab, India, of which he was in charge, consisted of two distinct areas irrigated by two canals, of which one was comparatively old, the other newly opened. The old area was badly overstocked with cotton ginning factories, and the number was still being increased. The procedure was that a new factory would be opened, fierce competition would ensue for a week or two, then, since there was not enough cotton for all, a pool would be formed, or the existing pool extended to include the newcomer. Sometimes agreement was reached before the new ginnery started work at all. Under the pool rules only a limited number of gins were allowed to be worked, and for the privilege of working the owners paid to the owners of the idle gins an amount sufficient to cover interest on capital, upkeep, etc., and a sufficient inducement to make them prefer to have their gins idle rather than enter into competition. At the same time none of the reputable ginners would come forward to set up ginneries in the new area, although that area was the most promising field for their operations. In the end the difficulties were met by the Government preventing the erection of more ginneries in an area than was necessary to ensure adequate, but not excessive, competition.

20. It takes twelve years under plantation conditions for an oil palm to come into full bearing, and it would be possible to plant up and improve only a few hundred acres each year. If there were a prospect of fierce competition at the end of twenty-one years, it would be impossible for a company to obtain from the investing public the capital necessary to bring a wide area up to full bearing or to undertake the expenditure of the large sum of money necessary, even if the money were available. With a view to meeting the coming competition from Sumatra the Committee is impressed with the importance of making such expenditure on development of the large area not only possible to the mill owner but clearly desirable, and has, therefore, decided to recommend that the period for which exclusive rights for the erection of power-driven machinery should be granted should be twenty-one years, as laid down in the 1913 Palm Oil Ordinances, with the certainty of renewal for a further period of twenty-one years on the same terms unless it is proved to the satisfaction of the High Court that the mill owner has not developed the area within which he holds exclusive rights for the use of power-driven machinery in accordance with the terms of his agreement or is not purchasing at a reasonable price all the fruit brought to his mill by the natives of the area. It appears to be essential that the decision as to what constitutes reasonable develop-

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ment and a reasonable price should rest with the judicial authorities and not with the executive, as otherwise there will not be sufficient security to justify the raising and expenditure of the necessary capital.

21. The question of the area over which exclusive rights to erect power-driven machinery should be granted and the area which the grantee should be allowed to acquire for plantation purposes depends upon what is considered the economic size of a mill and upon what production of palm fruit per acre can be expected. The size of mill depends to a great extent on the price paid for the fruit and received for the oil and kernels. The larger the mill which can be regularly supplied with fruit the more cheaply it should be possible to produce oil and kernels. In an article in the Annual Bulletin (1922) of the Nigerian Agricultural Department the Director of Agriculture discusses the prospects of a mill treating 6,000 tons of fruit per annum. His figures have been criticised on the ground that the average purchase price per 100 lb. of fruit works out at over 3s. instead of 2s. to 2s. 3d., and that the sum of £2,000 allowed for European supervision, native clerks, engineer and labour is quite inadequate. We have also been informed that no profits are in fact being made, nor have been made, by mills established in Nigeria, Dahomey, Togoland, the Gold Coast, the Ivory Coast and Sierra Leone. In his evidence before the West African Lands Committee in January, 1913, Mr. Smart stated that in his opinion the minimum size of mill, with prospects of being a financial success, was one treating 10,000 tons of cleaned palm fruit per annum. He is now inclined to the belief that owing to increased cost of wages and materials 25,000 tons should be considered the minimum. We are informed that in the Dutch East Indies even larger mills than that are contemplated, but in the East Indies the plantations are concentrated and connected up with mechanical transport, so that one mill will be able to deal with the output from several plantations. In the Congo the five mills of the S. A. Des Huileries du Congo Belge each work about 12,000 tons of fruit a year. In the paper by Mons. Beckers, referred to in paragraph six, it is stated: "It is uneconomical, generally speaking, to erect a mill for a fruit output of less than 10 tons per day, if reasonable control of all operations is exercised. Such a mill will deal with the fruit from a circle of good natural palmery of some two kilometres radius; but in practice labour conditions involve cropping over a much larger area." The question is a difficult one, but it is not clear to some of us why a mill dealing with from 6,000 to 10,000 tons of fruit per annum should not be an economic proposition in British West Africa.

22. As regards area it is even more difficult to draw any hard and fast lines. A given area which might pay in one district, by reason of a plentiful supply of good palms, might not pay to work in a more hilly and remote district, even with the same quantity of palm fruit available. Also the various superficial areas carry widely varying quantities and qualities of palms, and have varying prospects of obtaining fresh fruit by water transport, or otherwise, from adjoining areas. Still, certain general conclusions may be arrived at. The Africans will not, as a general rule, carry the fruit further than four or five miles unless canoe transport is available. It follows

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that if an individual is granted the sole right of erecting power-driven machinery within a circle of seven miles radius there is little danger of the fruit within five miles of his mill being carried to a rival mill, if the use of mechanical transport for the purpose is restricted to the mill owner. Accordingly we are agreed that the area which was specified in the 1913 Palm Oil Ordinances, viz., a circle of a radius of ten miles, was unnecessarily large. The grant of exclusive rights over such large areas might tend to hinder development.

23. But while we recommend the reduction to a seven mile radius of the area specified under the 1913 Palm Oil Ordinances we consider that the grantee should be allowed, if he so desires, to acquire an agricultural concession within the area for the cultivation of palm trees on plantation lines, so that he need not be entirely dependent on the natives for bringing fruit to his mill. The area of such a concession might perhaps be such as would supply one-third of the fruit required by the mill, while two-thirds would have to be purchased from the natives of the surrounding district. It seems probable that from such a concession developed on plantation lines with about sixty palms to the acre a production of two tons of fruit per annum per acre could eventually be reached. In Sumatra from four to five tons of cleaned fruit per acre have been obtained. On this basis a mill dealing with 10,000 tons of fruit would require an agricultural concession over a minimum of 1,600 acres, while a 6,000 tons mill would require a minimum of 1,000 acres. In the early years after the acquisition of a plantation area the fruit collected from it would not approximate to two tons per acre, although the palms already on the area would yield increased crops in response to cultivation and clearing.

Moreover, in any area acquired for plantation purposes, there would be some tracts unsuitable for intensive cultivation. After careful consideration we consider that if the mill owner is prepared to undertake the necessary expenditure on clearing and planting he should be allowed to acquire in any one district a plantation area not exceeding a maximum of 5,000 acres. The area would have to be acquired from the native owners on a long lease, say 99 years, adequate compensation by way of rent or otherwise being given for the palms already on it and for the renunciation by the Africans living in the district of their rights to hunting and shifting cultivation over it and of residence on it. Conditions requiring the lessee to spend a reasonable sum annually on development and planting should be strictly enforced, but the mill owner should be allowed to lease the area and commence clearing and planting before he actually erects his mill.

24. We have considered the objections which have been urged against European-owned plantations in West Africa, and agree generally that the ideal arrangement in British West Africa is that the palms should be cleared and cultivated by their native owners, who should collect the fruit and sell it to the central mill. Overhead plantation costs will thereby be avoided which should be an important factor in competition with the Dutch planters in the East. But we are satisfied that such plantations of palms, as we suggest

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above, are justified if they are a necessary inducement to Europeans to erect mills, and that they would provide valuable object lessons to the natives of the surrounding districts in the proper care of their palms. Other advantages of such plantations would be (*a*) reduction of manual labour in transport, (*b*) saving in height of trees to be climbed, and (*c*) less damage to fruit in collection as the bunches will not be dropped to the ground.

25. The Committee are also of opinion that it would be an important additional inducement for the erection of power-driven machinery if it were possible for the mill owner to acquire collecting rights in certain circumstances over a wider area than that covered by his agricultural lease. It should be legal for him to enter into contracts with the natives of particular areas under which they would undertake to supply a quantity of fruit to the mill at a specified price. In the event of the natives failing to fulfil their contract the mill owner should be free, but not obliged, to hire labourers and collect fruit up to the total specified in the contract, subject to a payment to the native owners of the oil palms by way of royalty. Such contracts would have to be subject to Government approval and supervision in order to prevent abuses. There should be no attempt to force the natives of any area to sign such a form of contract or to renew such a contract on the same or similar terms when it had expired. Care would be necessary in fixing the period of the contract, the quantity of fruit to be brought in, the price to be paid, and the amount of the royalty in the event of default, but it is felt that with goodwill on all sides such details might be arranged on a mutually satisfactory basis, and that some such arrangements would be most beneficial to the West African industry in meeting the Sumatra competition, as it would tend to eliminate the great waste which occurs in West Africa owing to the non-collection of fruit and would aid the mills in securing regular supplies.

26. As a last inducement the Committee wish to emphasise the importance of mechanical transport. A mill owner should be encouraged to lay down a monorail and/or decauville system to connect his mill with the producing areas and/or to employ motor transport both in his leased agricultural area, if he acquires one, and in the wider area of natural palm forest in which he has the exclusive right to erect power-driven machinery for treating the palm fruit. If fair advantage of mechanical transport is taken in an oil palm area, only one-tenth the manual labour will be required in producing the palm oil and kernels. After careful consideration the Committee has decided to recommend that the mill owner should be given the exclusive right to use mechanical transport for the purpose of collecting oil palm fruit in the area within seven miles of his mill in which he has the exclusive right to erect power-driven machinery. No obligation should be put upon the mill owner to carry passengers or goods for third parties. An exception would, however, be necessary in favour of the native owners of palms in that area. It would not be equitable to deprive those owners of the right to use, say their own motor transport, to collect the fruit from their palms and carry it to whatever market they chose, but care would be necessary to prevent such natives becoming nominal owners of motor transport under the control of competing firms.

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27. It is felt that this grant of the exclusive right to use mechanical transport for the purpose of collecting oil palm fruit is one which may be misrepresented, but on the other hand it appears to be most important if the mill owner is to undertake large expenditure on development in the area served by his mill. Without such a grant it is clear that once the mill owner has brought a part of the area served by his mill into full bearing by himself clearing the bush and planting new palms or by encouraging the natives to do so, a rival might establish a mill or fruit collecting station just outside the seven mile radius from the original mill and obtain the benefits of the mill owner's expenditure by sending a fleet of motor lorries into the developed area. No mill owner can be expected to incur the necessary expenditure on development if he is liable to receive no return owing to a competitor collecting the fruit by motor transport. On the other hand it is not proposed that ordinary trading activities in the area within seven miles of the mill should be interfered with in any way. Any genuine trading store in the area would be allowed to use motor transport for removing palm oil and kernels brought to the store by natives of the area, but it would not be permissible for rivals to purchase palm fruit. What the Committee aim at is an extensive area round each mill covered with blocks of palms properly spaced and cultivated, but trading, mining, farming or other rights in the area must not be interfered with, except on the mill owner's plantation or mill site. Moreover, as the sole justification for this grant of the exclusive right to use mechanical transport for fruit collecting purposes is to encourage the mill owner to develop the area within seven miles of his mill, that grant would be liable to revocation at any time if it appeared that the mill owner was not expending a reasonable sum on such development. Expenditure on the leased plantation area would, of course, not count for this purpose. The decision as to what constitutes reasonable expenditure should rest with the judicial authorities.

28. To give effect to the Committee's recommendations a certain amount of legislation will be necessary. In all the Colonies legislation may be required to make possible contracts of the nature contemplated in paragraph 25. In Sierra Leone the Palm Oil Ordinance (No. 7 of 1913) is still in force. Section 3 should be amended to reduce the area from a circle with a ten mile radius to a circle with a seven mile radius, and the following definition of mechanical power which is taken from the Gold Coast Ordinance should be inserted in section 2: " Mechanical power means machinery worked by steam, electricity, water power or internal combustion engines, and does not mean machinery worked by hand." Section 3 would require to be altered to provide for the renewal of the grant for a second period of twenty-one years. In Sierra Leone an Ordinance has recently been passed (No. 13 of 1922) which permits the grant of agricultural concessions not exceeding 5,000 acres, if used for the sole purpose of the cultivation of the oil palm on scientific and commercial lines, and provides that such concessions need no longer be validated by the Concession Court. The interests of the natives are safeguarded by a proviso that only one such grant shall be made in any one chiefdom—a proviso which incidentally would serve as

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an additional protection to the mill owner who obtains such a concession near his mill. It is felt, however, that while the main purpose of the agricultural concession not exceeding 5,000 acres must be the cultivation of the oil palm, the growing of a certain amount of foodstuffs or other subsidiary crops on the concession should be permissible.

29. The construction of light railways or tramways in Sierra Leone is governed by the Proprietary Railways Ordinance (No. 30 of 1909). Clause 3 of that Ordinance, after prohibiting the construction of any railway without a licence, contains the following saving paragraph: " Nothing in this section shall prevent a landowner or a concession holder from constructing without such licence and working a railway within the limits of his land or concession, to be used exclusively in connection with the development of his land or with the exercise of the rights granted by the concession, as the case may be; provided that he comply with any directions that may be given him in writing by any inspector appointed under this Ordinance with a view to ensuring the safety of the general public and of persons using or working the railway." Under that section the mill owner could construct light railways within the area of his agricultural concession, but to extend such railways into the wider area served by his mill he would have to obtain way-leaves from the chiefs or other landowners in accordance with the procedure laid down in the Proprietary Railways Ordinance. It would be necessary to pass legislation to enable the mill owner to acquire the exclusive right to use mechanical transport for fruit collecting purposes in the area within seven miles of his mill.

30. In the Gold Coast the Palm Oil Ordinance (Chapter 97 in the Revised Edition of the Ordinances) is similar to that in Sierra Leone and the remarks already made as to the amendments that would be required apply, except that the definition " mechanical power " already appears in the Gold Coast Ordinance. The position under the Proprietary Railways Ordinance (Chapter 110 in the Revised Edition) is also the same as in Sierra Leone, and similar action would be necessary. The acquisition of an area for plantation purposes is more difficult in the Gold Coast. A lease for purely agricultural purposes need not go through the Concessions Court, but it is understood that unless the acquisition of an area has been validated by the Concessions Court, the grantee has no sufficient security to justify expenditure on development and planting, as his title may be upset at any time. On the other hand sub-sections (6), (7) and (8) of section 11 of the Concessions Ordinance provide that no concession shall be certified as valid (*a*) unless the Court is satisfied that the customary rights of the natives are reasonably protected in respect of shifting cultivation, collection of firewood and hunting and snaring game; (*b*) if it grants or purports to grant rights to collect natural produce, other than timber, to the exclusion of natives, or (*c*) if it grants or purports to grant rights to remove natives from their habitations within the area of such concessions. It is clearly impossible to develop an oil palm plantation (*a*) if any native has the right to come into the area to grow crops or snare game; or (*b*) if a native can come in and collect the fruit of the trees

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which have been planted or improved by cultivation on the ground that such fruit is " natural produce "; or (*c*) if it is illegal to induce any natives living within the proposed plantation area to remove their habitations outside it. The Gold Coast Concessions Ordinance was not drafted with a view to the development of limited areas by intensive cultivation, and contemplates the grant of areas not exceeding " in the case of land in respect of which rights to cut timber or to collect rubber or relating to other products of the soil are conferred twenty square miles." It is not generally desirable that any natives should be permitted to give up their rights to farm, hunt or collect natural produce over so large an area as twenty square miles. An ordinance might be enacted in the Gold Coast on the lines of the Sierra Leone Ordinance No. 13 of 1922, with the necessary amendment to permit the growing of foodstuffs, and other subsidiary crops, but that would not meet the difficulty that in the Gold Coast a concession which has not been validated by the Court does not give sufficient security of title. Probably the simplest course would be to amend the Gold Coast Concessions Ordinance to provide that sub-sections (6), (7) and (8) of section 11 shall not apply to the grant of an area not exceeding 5,000 acres, if made for the primary purpose of the cultivation of the oil palm on scientific and commercial lines. The Court would have to be satisfied that the conditions of the concession were such as in point of fact to secure that the area would be developed on those lines, and that it would cause no hardship to the natives of the district to permit them to give up their rights of collecting fruit, of hunting and of shifting cultivation over and residence in the area in question. It has also been suggested to us that arrangements should be made to enable an individual to obtain a sound title much more quickly and at less expense than is at present practicable in the Gold Coast, particularly by some representative of the Government being present when the lease is explained to and signed by the grantors.

31. In Nigeria the position is quite different from the Gold Coast and Sierra Leone. No ordinance similar to the 1913 Palm Oil Ordinances of these two Colonies has been passed, and it might be difficult to pass such an ordinance at the present time, even if it included the amendments which we have indicated as desirable in the Gold Coast and Sierra Leone Ordinances. On the other hand the Nigerian Government is anxious to encourage the erection of power-driven mills in order to meet the competition from Sumatra and would be prepared to give a reasonable measure of protection against undue competition. It is probable that the requisite legislation would prohibit any person from erecting a power-driven mill for treating oil palm fruit without a licence from the Government and give Government power to regulate such mills so as to prevent their operations being conducted in ways contrary to the interests of the native population or of agricultural production. The Government when issuing a licence to any individual would give him protection from competition for a reasonable period by undertaking that it would not license a competitor to establish a mill within a certain distance. There might also be a general undertaking that licences would only be issued to allow of a reasonable degree of competition, and not out of all proportion to the amount of produce available,

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and that if an individual has expended reasonable sums on increasing the production of palm fruit from an area during his protected period, he will be given every opportunity to provide adequate milling facilities for the requirements of that area at a reasonable price before a licence is granted for the establishment of a rival mill in the neighbourhood. If the Nigerian Government decides to proceed on some such lines, it is most desirable that the decision as to whether the mill owner has undertaken reasonable development and is providing adequate milling facilities should rest with the judicial and not the executive authorities, and that the protection granted both as regards area and period should be not less than in the Gold Coast and Sierra Leone. It is possible that the Governments of Sierra Leone and the Gold Coast might prefer to legislate for some such licensing system rather than to amend the 1913 Palm Oil Ordinances.

32. In Nigeria there is no Proprietary Railways Ordinance and apparently no legislation is necessary to enable any person to construct a light railway on land owned by or leased to him, or on any other land with the consent of the owner thereof. The Railways Ordinance (Chapter 110 of 1923 Revised Edition of the Ordinances) applies only to railways " for the public carriage of passengers, animals or goods." Legislation would, however, be necessary to enable the mill owner to acquire the exclusive right to use mechanical transport for palm fruit collecting purposes in the area within seven miles of his mill.

33. Again, as regards the lease of a plantation area for cultivating palms, the position is quite different in Nigeria from that in the Gold Coast or Sierra Leone. There is no court which has to validate concessions and it is not desirable that such a procedure should be established. The individual would apply for an agricultural lease either of crown land under the Crown Lands Management Ordinance or of native land under the Native Lands Acquisition Ordinance. By Rules made under the Crown Lands Ordinance (page 516, Volume III of 1923 Revised Edition of the Ordinances) no agricultural lease of Crown lands will be granted in respect of an area of more than 1,200 acres, but on the other hand a second area may be leased to the same individual once the Governor is satisfied that two-thirds of the area already held by such lessee is under cultivation. No lease will ordinarily be granted for a term exceeding 45 years, and the following special covenants on the part of the lessee shall, unless expressly varied or excepted, be implied in every agricultural lease :—

" (*a*) To pay such compensation as may be fixed by the Governor or his authorised agent for disturbance of natives in their use or occupation of the land.

" (*b*) During the first two years of the term of the lease to expend on cultivation and clearing a sum at least equivalent to five shillings per acre of the total area demised.

" (*c*) To bring the cultivatable portion of the land demised under cultivation at the rate of one-eighth of such land in each of the first eight years of the term of the lease, and thereafter to keep in cultivation the whole of the cultivatable portion of the area of the lease to the satisfaction of the Governor."

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It is also provided that

"When natives are at the date of the lease occupying any part of the land demised, the compensation to be paid to them by the lessee for improvements and disturbance will be assessed by the Governor or his authorised agent, as soon as conveniently may be after the date of the lease, and such native shall have the option either :—

(i) to vacate immediately the land and receive the compensation assessed, or

(ii) to remain on the land until the lessee requires them to vacate or they desire to vacate the land, and on vacating the land to receive from the lessee the compensation assessed as aforesaid."

34. The conditions under which a lease of native land might be acquired for agricultural purposes under the Native Lands Acquisition Ordinance are not so clearly defined (Native Lands Acquisition Regulations, Chapter 89, Volume III of Revised Edition of Ordinances), but it is understood that generally speaking the Governor, whose consent is necessary, would require conditions similar to those in the case of a lease of crown land. There does not, however, appear to be any legal bar to the lease of an area of native land not exceeding 5,000 acres, and the Committee wish to point out that there would be objections to limiting the initial lease to 1,200 acres with the possibility of extension later, as the most suitable land over which to extend might be acquired and held for a rise in price.

35. In conclusion the Committee wish to express their appreciation of the services rendered to them by Mr. N. L. Mayle as Secretary.

WALTER D. ELLIS (*Chairman*).
HAROLD BROWN.
JOHN A. CALDER.
T. F. CHIPP.
ALEX. A. COWAN.
W. H. GREY.
ROBT. L. HOLT.
H. G. SHAVE.
LEWIS A. SMART.

N. L. MAYLE,
Secretary.
31*st March,* 1924.

RIDER BY MR. SMART.

I am of opinion the foregoing inducements to capitalists should be considered the irreducible minimum, and that it would pay the African very much better immediately to give such greater inducements as will more quickly (before Sumatra, etc., establish a lead) attract ample capital to develop the industry. Probably ten years hence it will be too late to offer inducements which might be ample, if offered now. Over restrictive conditions will appeal, if at all, only

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to capitalists now in the African Trade, which will so limit developments as seriously to prejudice the African whose interests should be considered before all others. £50 per acre is about the cost of creating an Oil Palm Plantation and a charge of £10 per acre is probably a low estimate to plant up and improve large palm areas to anything approaching plantation standards. In round figures the latter means £1,000,000 to improve only one seven mile radius area. There are hundreds of such areas available, and those now in the West Africa Trade may not be willing or able to develop more than a small percentage of them. It is therefore necessary quickly to attract other capitalists of the right class by offering the maximum possible inducements.

LEWIS A. SMART.

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REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

ADMINISTRATION UNDER MANDATE

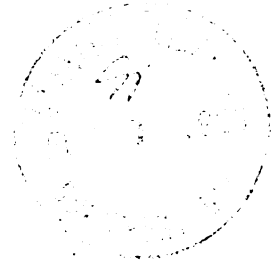
OF

TANGANYIKA TERRITORY

FOR THE YEAR

1924.

(For Report for 1923 see Non-Parliamentary Publication, Colonial No. 2, July, 1924.)



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Report of the East Africa Commission.

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THE Commission was appointed "to visit Northern Rhodesia, Nyasaland, Tanganyika Territory, Uganda, and Kenya with a view to obtaining as much information as possible in the time available on all subjects covered by the terms of reference to the East Africa Committee, and to report to the Secretary of State on any facts which they may consider have a bearing upon the above matters."

The terms of reference to the East Africa Committee were :—

"To consider and report :

(*a*) on the measures to be taken to accelerate the general economic development of the British East African Dependencies and the means of securing closer co-ordination of policy on such important matters as transportation, cotton-growing, and the control of human, animal, and plant diseases ;

(*b*) on the steps necessary to ameliorate the social condition of the natives of East Africa, including improvement of health and economical development ;

(*c*) on the economic relation between natives and non-natives with special reference to labour contracts, care of labourers, certificates of identification, employment of women and children ;

(*d*) on the taxation of natives and the provision for services directed to their moral and material improvement."

The fundamental importance of this Report to all interested in Imperial relationships has been recognised by all sections of the Press. *Nature* describes it as "a valuable report." The *Economist* refers to it as "the exceedingly interesting report of the East Africa Commission." The *Times* says it is "a much needed survey of British East Africa as a whole"; and the *New Statesman*, "a document which ought to have a wide circulation."

May be obtained from the addresses shown on the attached cover.

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Issued by the Colonial Office.

REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

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Sketch Map of Territory.

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Report by His Britannic Majesty's Government on the Administration under Mandate of Tanganyika Territory

for the year 1924.

GEOGRAPHICAL AND HISTORICAL NOTE.

1. The Tanganyika Territory consists of that portion of the former Colony of German East Africa which, under Article 22, Part 1, of the Treaty of Peace with Germany, the Principal Allied and Associated Powers agreed should be administered under a mandate by His Britannic Majesty. The coast line extends for a distance of approximately 500 miles from the Umba River on the north to the Rovuma River on the south. The northern boundary runs in a north-westerly direction to Lake Victoria at the intersection of the first parallel of latitude with the eastern shore of the lake (Mohuru Point), and thence along the first parallel of latitude until it strikes the Kagera River about 70 miles west of Lake Victoria. From this point the western boundary, if the recent demarcation is ratified, will follow the Kagera River to approximately latitude 2° 25′, and thence along the eastern boundary of Urundi to the Mlagarassi River which it follows to Lake Tanganyika. The boundary then follows a line due west until it reaches the centre line of Lake Tanganyika which it follows to Kasanga (formerly Bismarckburg), at the southern end of the lake. Thence it follows the boundary of Rhodesia to the northern end of Lake Nyasa and continues along the centre line of Lake Nyasa to a point due west of the Rovuma River whence the boundary runs east and joins the Rovuma River, whose course it follows to the sea. The total area of the Territory is about 373,500 square miles, which includes about 20,000 square miles of water.

2. Along the coast lies a plain, varying in width from ten to forty miles, behind which the country rises gradually to a plateau constituting the greater part of the hinterland. This plateau falls sharply from a general level of 4,000 feet to the level of the lakes (Tanganyika, 2,590 feet ; Nyasa, 1,607 feet), which mark the great Rift valley extending northwards to Lake Naivasha.

The seat of Government is Dar-es-Salaam (population approximately 25,000), a modern town founded in 1862 by the then reigning Sultan of Zanzibar and subsequently occupied by the Germans in 1887. The town, which lies along the northern

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and north-western shores of an almost landlocked harbour about three miles long, is well laid out and the chief buildings are solid and well designed. The second town in importance is Tanga, 136 miles north of Dar-es-Salaam and eighty miles from Mombasa. Other seaports are Pangani, Bagamoyo, Kilwa, Lindi and Mikindani. The most important inland town is Tabora, which has a population of 25,000, and is situated at the junction of the main caravan routes from the coast to Lake Tanganyika and from Victoria Nyanza to Lake Nyasa. Other inland towns are, in the north, Moshi and Arusha; in the central area, Morogoro, Kilosa and Dodoma; and in the south, Iringa, Mahenge, and Songea. On the great lakes the chief towns are Mwanza and Bukoba, on the Victoria Nyanza; Kigoma, the terminus of the Central Railway, Ujiji and Kasanga, on Tanganyika; and Mwaya, on Nyasa.

The highest points in the Territory are in the north-east, where are the extinct volcanoes, Kilimanjaro, which rises to 19,720 feet, and is snow-capped, and Mount Meru (14,960 feet). In the south-west are the Livingstone mountains, where the highest peak is over 9,000 feet.

3. The Territory was visited in 1884 by Dr. Karl Peters, who made twelve treaties with native chiefs, and in the following year the German Government established a Protectorate. This arrangement was recognised by the British Government in 1886.

Soon after the outbreak of the Great War in August, 1914, hostilities between British and German forces took place on the northern frontier of German East Africa. Early in 1916 Lieutenant-General J. C. Smuts attacked and defeated the German forces at the foot of Kilimanjaro, and occupied Moshi on 13th March of that year. By the end of 1916 all the country north of the Central Railway was effectively occupied by His Majesty's Forces or by Belgian troops, and a provisional Civil Administration was established in that area on 1st January, 1917, under Mr. (now Sir) H. A. Byatt, K.C.M.G. In November, 1917, the Germans were driven across the Rovuma River into Portuguese East Africa, and in March, 1918, the jurisdiction of the Administrator was extended to include the greater part of German East Africa. After the surrender of Major-General von Lettow-Vorbeck, upon receipt of the news of the Armistice, the military forces were withdrawn, leaving only a garrison of the King's African Rifles. A Royal Commission was issued in January, 1919, appointing Sir H. A. Byatt as Administrator. The Tanganyika Order in Council, 1920, (Appendix I to the Report for 1923), which was read and proclaimed in Dar-es-Salaam on 25th of September, 1920, constituted the office of Governor and Commander-in-Chief. This office was held from that date until November, 1924, by Sir H. A. Byatt, who was then appointed Governor of Trinidad and Tobago, and is to be succeeded early in 1925 by Sir D. C. Cameron, K.B.E., C.M.G.

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The Mandate lays down conditions directed against slavery, forced labour (except for essential public works and services), abuses in connection with the arms traffic and the trade in spirits, usury and the recruiting of labour: it safeguards the interests of natives in their lands and forbids the transfer of native land to non-natives except with the consent of the authorities, and it provides for complete commercial equality among nationals of States which are members of the League of Nations and for complete religious freedom.

GENERAL OBSERVATIONS.

The Central Government.

4. The Territory is administered by a Governor assisted by an Executive Council composed of the Chief Secretary, Attorney-General, Treasurer, and Principal Medical Officer. There is no Legislative Council and Ordinances are enacted by the Governor on the advice of the Executive Council and are transmitted to the Secretary of State in whom is vested the power of disallowance. The powers of the Governor are defined in the Tanganyika Order in Council, 1920, which was published as an Appendix to the Report for the year 1923.

Departments of Government.

5. The principal departments of Government, whose head-quarters are in Dar-es-Salaam, are those dealing with Agriculture, Customs, Education, Finance, Justice, Lands and Mines, Public Health, Police and Prisons, Posts and Telegraphs, Public Works, Railways, and Veterinary services. The Departments of Forestry and Game Preservation have their main offices at Lushoto and Kilosa respectively, where they are nearer the centre of their activities.

District Administration.

6. For administrative purposes the Territory is divided into twenty-two districts, each of which is in charge of an Administrative Officer, styled in the case of the nine more important districts the Senior Commissioner, who is responsible to the Governor for the administration of his district. These officers have a staff of assistants, and districts are, where necessary, divided into sub-districts in charge of an Administrative Officer responsible to the officer in charge of the whole district. The districts of the Territory are as follows, their boundaries being shown on the map attached to this Report and their population in paragraph 35 :—

Dar-es-Salaam, Tanga, Pangani, Bagamoyo, Rufiji, Kilwa and Lindi, which form the coastal belt; Arusha, Moshi, Usambara and Kondoa Irangi in the northern highlands; Bukoba and

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Mwanza which border Lake Nyanza; Morogoro, Dodoma, Tabora and Kigoma on the Central Railway; Iringa, Ufipa, Rungwe, Mahenge and Songea in the south-western area.

Duties of Administrative Officers.

7. Administrative Officers are responsible for the peace, tranquillity and good government of their districts; they are the executive authority and carry out the expressed policy of the Government; they are empowered to hold Courts and to administer justice subject to the direction of the High Court; they are responsible for the collection of revenue, particularly hut and poll tax which, so far as possible, is paid to or under the direct supervision of the Administrative Officer himself in order that extortion or oppression by Native Chiefs or collectors may be minimised and that the aged and infirm may represent their claims to exemption. In the smaller districts where representatives of other departments would not be fully occupied, the Administrative Officers act as agents for other branches of the administration; they are constantly on tour settling disputes, hearing appeals from native tribunals, advising on matters relating to native welfare, and, in those areas where there are European plantations, inspecting the conditions under which native labour is employed. In consequence of the increased pressure on Administrative Officers, due to the rapid development of the Territory, arrangements have been made for the staff to be increased substantially during 1925 and 1926.

Native Administration : How Organised.

8. The Territory is so vast in extent and its tribes are so different in language, customs, and characteristics, that it is difficult to give a description of administration which is of general application. In districts such, for instance, as Bukoba, Mwanza and Tabora, where the principle of hereditary chieftainship has long been established, the native administration is recognised and supported by Government and the Administrative Officer acts rather in an advisory or supervisory capacity. In other districts more remote from civilisation, where there is no strong native authority capable of governing, the influence of political officers is more direct but even in these districts the policy of Government is to encourage the establishment of a native authority and the participation of the natives in the management of their own affairs. This work is capable of only gradual accomplishment and progress varies according to the natural ability of each tribe and to their power of adapting themselves to changed circumstances. The details of administration, so far as natives only are concerned, are carried out to a considerable extent by Sultans, Chiefs and other native authorities, acting under the supervision of Administrative Officers. They have judicial functions under various Proclamations establishing Native Courts, now being consolidated into a common system, and have been

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granted by the Native Authority Ordinance, 1923, a fair measure of executive authority in matters affecting the native population. The Sultans and Chiefs have considerable influence which Administrative Officers endeavour to direct so as to assist the progress of Government schemes for the improvement of the position of the native population. The question of instituting Native Councils for the various districts to act in an advisory capacity and to assist in the local administration is at present engaging the attention of the Government.

Problems of Coastal Administration.

9. Under the German regime a few districts, principally those in the coastal belt, were divided into "Akidats," administrative areas each in charge of a native official styled an Akida who was generally an Arab or a native alien to the tribe over whom he had control. As a rule he possessed superior intelligence and initiative but was often ignorant of tribal customs and ideas.

The German system has been continued in a modified form, with the Akidas deprived of much of their former power, and aliens are being gradually replaced by men more in touch with the tribes they represent. A sharp distinction is drawn between Akidas, who are regarded as salaried Government servants employed as assistants to Administrative Officers, and Chiefs and Sultans through whom it is the aim of the Government that the native population should be administered. At one time certain of the Akidas received percentages on the hut and poll tax collected but this practice has been discontinued and the salaries of the Akidas affected have been adjusted accordingly.

Powers of the Native Chiefs. The Native Authority Ordinance.

10. The powers of the native Chiefs are defined by the Native Authority Ordinance, 1923, which formed Appendix II to the Report for 1923. Native Courts will shortly be given jurisdiction to try natives, other than Headmen as defined by the Ordinance, for any offence against the Ordinance. All regulations made under Section 6 of the Ordinance are submitted monthly for scrutiny by the Government. It has been found necessary to disallow a few regulations only, the majority of those submitted being of minor and purely local interest. It is hoped to include in the next report some particulars of the extent to which the powers conferred on Administrative Officers by the Ordinance are exercised by them.

The Administration of Justice.

11. The administration of justice in Tanganyika Territory is carried out by a High Court established under, and with the civil and criminal jurisdiction conferred by, the Tanganyika Order in Council, 1920; a Special Tribunal consisting of the Chief Justice to decide civil causes and matters which arose before the

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commencement of the Order in Council; Subordinate Courts constituted by the Courts Ordinance, 1920; and Native Courts exercising jurisdiction as directed by the Governor.

The High Court.

12. The High Court has full jurisdiction, civil and criminal, over all persons and matters in the Territory, and exercises supervision over the working and proceedings of the subordinate Courts whose records are inspected from time to time, and whose judgments are subject to review and revision. The work of the Special Tribunal is nearly complete. The Tribunal has served a useful purpose in disposing of the arrears of civil claims caused by war conditions.

Subordinate Courts.

13. Subordinate Courts exercise both criminal and civil jurisdiction. In criminal jurisdiction imprisonment may be imposed by subordinate Courts of the 1st, 2nd and 3rd classes for terms not exceeding 2 years, 12 months and 6 months respectively, but in certain cases the Governor may invest any magistrate with power to try as a magistrate any class of offence and to impose any sentence which would lawfully be imposed by the High Court. This power has been exercised in the case of districts which are difficult of access by the High Court without undue expenditure of time and money and is a modification of the practice prevailing before the creation of the High Court. Courts so constituted sit with the aid of two or more assessors. Cases are examined by the High Court, and when sentence of death is passed the conviction must be confirmed by the High Court, and the sentence of death must be confirmed by the Governor.

Subordinate Courts of the 1st, 2nd and 3rd classes have hitherto exercised civil jurisdiction up to a limit of £100, £50 and £25 respectively, except the 1st class Courts of Mwanza and Bukoba where in response to a general request jurisdiction has been given up to a limit of £750. The work done by the subordinate Courts justifies a substantial increase in their jurisdiction, and this will come into force at an early date in the next year.

*Native Courts.**

14. Progress has been continued in the establishment of a regular Native Court system in accordance with the state of

* Since this Report was written Proclamation No. 2 of 1925, the Native Courts Proclamation, 1925, and the Native Court Rules, 1925, which are published as Appendices II and III, have been issued. Steps are now being taken to declare existing native courts to be Native Courts under the Proclamation, and the constitution and powers of the Courts will in future be as set forth in the Proclamation and Rules.

It will be observed that sentences of imprisonment must be submitted to the Supervisory Court for inspection and that no sentence of whipping is to be carried out until the case has been inspected and the sentence

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development in each district. The question of the future development of the Native Courts has been under consideration, and it is thought that the time has come when an attempt should be made to bring Native Courts under some common system. At present there are a number of Native Courts each governed by a proclamation and having special Rules of Court, with a number of small differences which arose from the personal views of the Administrative Officers in charge of the various districts. These differences appear unnecessary and are confusing. The basis of a scheme to cover all Native Courts has been settled and a proclamation accordingly will be brought into force next year. All Native Courts will be brought under its provisions. In order to facilitate this being done, certain provisions will be contained in the proclamation which will enable the general jurisdiction conferred by the proclamation to be restricted in cases where the Native Court is not considered to be sufficiently advanced to have the full jurisdiction. Rules of Court, which will be applicable to all Native Courts, are also being framed.

The decisions of Native Courts are subject to appeal to the Administrative Officers, and the working of the Courts is carefully supervised by them.

In certain towns Courts of Liwalis have been established. Liwalis, as representatives of the sultans, have exercised jurisdiction for many years and are recognised by the native community as their natural arbiters in small disputes. The Liwalis' Courts have also been given minor criminal jurisdiction. These Courts will come under the general reorganisation of the Native Courts referred to above.

Provision has been made by the Rules of Court for payment of fees. No fees are chargeable in criminal cases. In civil cases fees vary in different Native Courts: usually a minimum fee of one shilling is charged with a scale of 5 per cent. on the amount involved. The scale of fees in all Native Courts will be brought into line by the new proposed Rules of Court.

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allowed by the Supervisory Court. The Supervisory Court is charged with the duty of issuing such instructions as will ensure that any sentence of whipping is carried out in accordance with the law governing the infliction of corporal punishment. The Supervisory Court is, unless otherwise directed by the High Court, the Court of the Administrative Officer in charge of the district, and the supervision of all sentences is thus vested in officers of experience and judgment who will be able to check any abuses. The High Court may of its own motion or on petition revise any of the proceedings of any Court having jurisdiction to hear or revise any case under the Proclamation.

It would be difficult to obtain accurate statistics as to cases heard in Native Courts as previously established, but the Supervisory Courts, to which all sentences of imprisonment and whipping will be submitted, will be directed to supply the High Court in future with returns showing the number of cases submitted, the classes of offences, and the nature of the sentences imposed. It will then be possible to include in future Annual Reports statistics relating to the activities of Native Courts.

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East Africa Fugitive Offenders Order in Council, 1924.

15. The East Africa Fugitive Offenders Order in Council, 1924, making further provision for the exercise in the East African Territories of the jurisdiction of a Magistrate under the Fugitive Offenders Act, 1881, has been proclaimed in the Territory and will come into operation on the 1st of January, 1925.

Reciprocal Enforcement of Judgments.

16. Arrangements were made during 1924 for the reciprocal enforcement of judgments obtained in the High Court of the Territory, and in the Supreme Court of the Colony of Seychelles, the Protectorate Court of the Somaliland Protectorate and the High Court of Northern Rhodesia. Similar reciprocity exists with the United Kingdom, Kenya, Uganda, Zanzibar and Nyasaland. Correspondence was proceeding at the close of the year, which will probably result in arrangements being made for reciprocity with other Colonies and Protectorates.

Corporal Punishment.

17. It has been decided that the use of the " Kiboko " for administering corporal punishment to offenders shall be discontinued. It will be replaced by a rattan cane. The decision applies equally to the punishment of natives serving in the military and police forces for offences against the military and police regulations. An Ordinance on the subject will shortly be enacted.

Exports of Native Produce : Increase as compared with pre-war trade.

18. A review of the trade of the Territory during 1924 is given in the section dealing with Trade, but some observations on the increased share of native produce in the export trade of the Territory, as compared with the pre-war trade, may suitably be made in this section of the Report.

The quantities of native products exported in 1913 and 1924 were as follows :—

	1913.	1924.
	Tons.	Tons.
Groundnuts	8,961	18,684
Copra	5,477	8,125
Hides and Skins	3,456	2,547
Grain	2,232	14,483
Simsim	1,476	3,909
Beeswax	559	425
Chillies	6	910
Ghee	338	472

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Turning to coffee and cotton, which are produced by both natives and non-natives, the figures are :—

	1913.	1924.
	Tons.	Tons.
Coffee	1,059	5,261
Cotton	2,192	2,541

At present rather more than 50 per cent. of the coffee and about 75 per cent. of the cotton is native grown. The export of sisal, grown on non-native plantations, was 20,834 tons in 1913 and 18,428 in 1924, but an increase in the present output is anticipated.

Since 1913, the plantation rubber industry, which exported rubber valued at approximately £300,000 and held second place in the list of exports, has almost disappeared owing to its unremunerative nature.

It is evident that the natives are now making a much greater contribution, both in actual quantity and in percentage of the export trade, than was formerly the case, and the above figures furnish a complete vindication of the policy of encouraging native production which has been consistently followed, and which has appreciably increased the prosperity and contentment of the native population.

East Africa Parliamentary Committee and Commission.

19. During the year a Commission was appointed to visit the British East African Dependencies and enquire into certain questions locally. This Commission consisted of the Hon. William Ormsby-Gore, M.P., Chairman ; Major A. G. Church, D.S.O., M.C., M.P., and Mr. F. C. Linfield, M.P., with Mr. J. A. Calder, of the Colonial Office, as Secretary. The Commission arrived in Dar-es-Salaam on 22nd September and left on the 29th. They proceeded by rail to Tabora, stopping at Morogoro and Dodoma, and visiting the Veterinary Laboratory at Mpapua *en route* ; they left Tabora on 2nd October, and travelled by motor car to Mwanza, leaving for Uganda on 5th October. After touring in Uganda and Kenya, the Commission arrived in the northern area of the Territory towards the end of November and visited Moshi and Arusha ; two members also proceeded to Tanga, and inspected the Amani Institute.

20. The Commissioners interviewed many heads of departments, public bodies and planters, received deputations from the Indian and native communities, and collected much information. It is hoped that their visit and personal investigation of problems on the spot will result in considerable benefit to the Territory.

Development Board.

21. A Development Board has been created, purely advisory in character, to consider such development schemes as are referred

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to it by the Government. The appointment of this Board will ensure detailed and thorough investigation of the utility and practicability of any proposals made, and will provide for the necessary co-ordination between departments and administrative officers as regards schemes of development, particularly those which affect the native population.

Anglo-Belgian Boundary.

22. The Anglo-Belgian Boundary Commission completed the work of demarcating the boundary between the Belgian and British Mandated Territories and signed the necessary protocol on 5th August. The British and Belgian Commissioners proceeded to Europe in order to present to their respective Governments signed copies of the protocol and map for the necessary ratification. The speed, precision and unanimity with which the work of demarcation was performed, reflects the greatest credit on the Commissioners and their staffs. The successful consummation of the work was due in no small degree to the spirit of cordiality and accommodation which at all times subsisted between Mr. White, the British Commissioner, and Colonel Gendarme, the Belgian Commissioner.

23. After the ratification of the protocols by the British and Belgian Governments, a formal perambulation of the boundary, examination of the boundary pillars, and handing over, will take place. It is proposed that Pillars XI to XX should be maintained in a proper state of repair by the Administrative Officer in Charge of Ujiji ; Pillars XXI to XXXVII by the Administrative Officer in Charge of Kibondo ; Pillars XXXVIII to XL by the Administrative Officer in Charge of Biharamulo, and the remainder by Belgian officials at Nyanza and Muhinga. The pillars will be examined at least once a year by the officers responsible, and once every three years all pillars will be inspected by two representatives of the interested Governments.

Inter-territorial Boundary on the North Side of Kilimanjaro.

24. Difficulties are frequently experienced in this locality where the Masai have been in the habit of grazing and settling at certain seasons on both sides of the boundary. Early in the year certain Kenya Masai were arrested and punished for continued trespass in the forest reserve on the Tanganyika side of the border ; such trespass had in the past resulted in extensive destruction of valuable cedar forest and warnings had been persistently ignored. A clear definition of the boundary was therefore considered necessary and the Kenya Government has agreed to a survey and demarcation of a portion of the boundary, but the necessity of demarcating the remainder of the boundary, which divides the Tanganyika and Kenya Masai Reserves, is still under consideration.

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Tsetse-fly.—Reclamation of Fly-infested Bush and Prevention of Encroachment of Tsetse-fly on New Areas.

25. A special staff to deal with the reclamation of fly-infested bush and to prevent the encroachment of tsetse-fly on new areas is about to be created. Probably two-thirds of the Territory is infested with tsetse-fly and the infested area is increasing. Reclamation will necessarily be a slow process, but the actual advance of the fly must be prevented, as otherwise the development of the Territory will be seriously endangered.

Destructive Game, Animals and Elephants.

26. Sanction has been given to obtain the staff necessary to initiate a scheme for the protection of crops against destructive game, animals and elephants in particular. The method previously adopted of issuing special licences to Europeans to shoot elephant in specified areas proved unsatisfactory. Under the new system "cultivation protectors" will be employed by the Government. "Cultivation protectors" will be placed in charge of defined areas of cultivation and will be required, with the aid of native assistants, to exclude elephants from those areas. Inhabitants of scattered villages will be informed that protection will be afforded if they concentrate in convenient places or join existing settlements, but that otherwise they must accept the risks incident to their isolated position. When not employed in controlling elephants, the "cultivation protectors" will deal with other destructive animals.

British Empire Exhibition.

27. The results of the Territory's participation in the Exhibition are considered to be very satisfactory. The activities of native agriculture and native arts and crafts were well represented. The Publicity Office connected with the Tanganyika Court conducted a considerable correspondence in response to enquiries regarding the Territory and its resources. An informative handbook was prepared and issued by the Central Committee dealing with the Territory's exhibit and about 2,000 copies were sold. The Exhibition provided an excellent advertisement for coffee and favourable reports of its practical effectiveness in this direction have been received. A very valuable feature of the Exhibition was the conferences arranged with representatives of British manufacturers and merchants; these enabled the possibilities of the Territory to be brought before the industries directly interested and afforded an opportunity for the discussion of any difficulties standing in the way of an increase in trade. The Territory will continue to participate in the Exhibition, which is being re-opened in 1925.

Native Foodstuffs.

28. Care is taken to emphasize the necessity of growing sufficient native foodstuffs and to prevent the supply of food

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being jeopardized by the growth of economic crops. Generally speaking, there was during the year a sufficiency of native foodstuffs, though a serious situation arose at the end of the year in the Dodoma District out of the failure of the food crop through drought.

Ordinance No. 17, of 1924, the Native Foodstuffs Ordinance, empowers Administrative Officers, with the previous sanction of the Governor, to take various steps to prevent a shortage of native foodstuffs occurring and to deal with the situation arising from any actual shortage.

Imperial Institute.

29. A number of Tanganyika products are now displayed in the exhibition galleries at the Imperial Institute and it is hoped to develop this nucleus into a separate Tanganyika Court in the near future. It has been suggested that a selection of the exhibits of the products and industries of the Territory displayed at the British Empire Exhibition should be installed at the Institute. The Government has decided to contribute £100 annually to the Institute which carries out various investigations and enquiries on behalf of the Territory.

War Graves—Monument to Native Troops.

30. An Ordinance to provide for the control of war graves has been enacted. The Ordinance incorporates certain suggestions made by the Imperial War Graves Commission and gives that body adequate control over all war graves whether in public or in private land.

The War Graves Commission has made considerable progress with the permanent construction of the twenty-seven war memorial cemeteries in the Territory.

A monument to native soldiers and porters who fell in the Great War is in the hands of the sculptor: when ready it will be erected in Dar-es-Salaam.

Dinosaur Bones and British Museum Expedition.

31. During the German occupation of Tanganyika, fossil dinosaur bones had been discovered in the vicinity of Lindi. Small excavations were made during the war, but in view of transport difficulties it was decided to cease operations. Early in 1924 the British Museum sent out a party to continue investigations which will probably last for some time. The scientific study of the fossil remains will be greatly facilitated if any bones discovered can be transported intact and complete, and, as carriage of such weighty and bulky specimens intact by porters would be almost impossible, arrangements are being made to allow of their removal in a complete condition by means of a road along which motor vehicles may travel.

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Weights and Measures Ordinance, 1924.

32. This Ordinance has not yet been brought into operation. Certain police officers have attended courses of instruction in England in weights and measures in order to qualify them to instruct other police officers in the duties which will be imposed on them when the Ordinance becomes operative.

Copyright, Trade Marks and Companies Fees, Patents.

33. The (Imperial) Copyright Act, 1911, was extended to the Territory by Order in Council dated the 16th April, 1924. In order to provide for the modifications necessary for the application to the Territory of Section 14 of the Act, dealing with the importation of copies, the Copyright Ordinance, No. 15 of 1924, was enacted: the Ordinance also provides for penalties for dealing with infringing copies, etc. Regulations as to procedure and forms to be used were issued on the 3rd October, 1924.

A new scale of fees payable for the registration of Trade Marks and other matters connected therewith was published on the 1st February, 1924, and came into force on that date.

A reduced scale of fees payable by Companies to the Registrar of Companies was introduced on the 14th November, 1924. The fees are now similar to those charged in Kenya and are half those previously charged.

A draft Ordinance providing for the grant of patents has been prepared and is under consideration.

International Conventions, etc., applied to the Territory.

34. There have been applied to the Territory, the International Telegraph Convention, the International Radio-telegraph Convention, the International Postal Convention, the International Convention relating to the Simplification of Customs Formalities, and the relevant articles of the Convention and Statute on the regime of navigable waterways (The Barcelona Convention, 1921). The provisions of the Convention for the control of the arms traffic signed at St. Germain-en-Laye and of the Opium Convention signed at The Hague in 1912 are embodied in the Arms and Ammunition Ordinance, 1922, and the Opium Proclamation, 1920, respectively.

The Convention between the United Kingdom and France respecting Legal Proceedings in civil and commercial matters was applied to the Territory as from the 27th January, 1924.

The provisions of the Extradition Treaty between Great Britain and France, of the 14th August, 1876, and the additional Convention of the 17th October, 1908, having been extended to the Tanganyika Territory, the Fugitive Criminals Surrender Ordinance, 1921, has been applied in the case of France.

Parcel post agreements are referred to in the section of the Report dealing with Posts and Telegraphs.

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POPULATION AND IMMIGRATION.

Population.

35. The population of the Territory according to the Census of 1921 was as follows :—

Europeans	2,447	of whom 1,598 were British Subjects.
British Indians	9,411	
Goans and Portuguese Indians ..	798	
Arabs	4,041	
Baluchis..	352	
Unclassified non-natives	389	
Natives	4,107,000	

No later figures are available.

The European population is composed of officials, missionaries, planters, merchants and employees of business firms and estates, while Indians and Goans find occupation as shopkeepers, clerks, and artizans.

Population of Districts.

The population of the various districts in 1921 was as follows :

Arusha	97,700
Bagamoyo	57,100
Bukoba	320,000
Dar-es-Salaam	149,100
Dodoma	270,900
Iringa	104,800
Kigoma	139,500
Kilwa	84,000
Kondoa-Irangi	196,700
Lindi	243,400
Mahenge	74,600
Morogoro	174,300
Moshi	158,200
Mwanza	702,300
Pangani	74,900
Rufiji	83,200
Rungwe	237,200
Songea	148,200
Tabora	502,100
Tanga	86,700
Ufipa	93,600
Ujiji	139,500
Usambara	107,400

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Immigration.

36. The number of persons who entered the Territory during the year was :—

Europeans, Americans and Eurasians ..	485
Asiatics and Goans	809
Others (including natives of adjoining Territories)	1,181
Total	2,475

This total does not include visitors or passengers in transit.

Ex-enemy nationals of States which do not yet belong to the League of Nations may enter the Territory only under licence from the Governor.

Immigration Ordinance.

37. Ordinance No. 16 of 1924, regulating immigration into the Territory, was enacted on the 24th October, 1924, and comes into force on the 1st January, 1925. The law in force prior to the enactment of this Ordinance was unsatisfactory in its working and contained opportunities for evasion. Persons born or domiciled in the Territory are, among other classes, permitted to land without formality if known to the Immigration Officer or if their identity is established by passport or otherwise. The Ordinance provides that where there is any conflict or inconsistency between its provisions and those of any treaty, convention or other arrangement with any foreign power, the latter shall prevail.

LABOUR.

38. During the year under review difficulty has been experienced both by private employers and by Government Departments in securing a sufficient supply of labour. The programme of development works, the increased production of economic crops by natives and the development of European-owned estates will, it is feared, presently render the labour situation acute, and the solution of the problem is engaging the serious attention of the Government. The effect of the shortage of the supply of labour on the question of further European settlement is dealt with in another section of this Report.

Recruiting of Labour.

39. In many instances natives prefer to proceed to the plantations independently in search of work and are disinclined to enter into contracts with recruiters. The following extracts

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from reports by Administrative Officers afford ample indication of the attitude of the natives :—

Tabora.

" Some 3,900 recruited labourers were attested during the year, but this figure is no index to the actual number who left the district. Large numbers prefer to leave on their own account to find work. This district has always been the main source of labour supply for the Territory, but owing to increased prosperity and realisation that they can earn as much by tilling the soil for themselves there is now an ever increasing tendency among natives to give up leaving their homes."

Ufipa.

" The labour supply is confined to the Ufipa plateau, the Rukwa Valley, the southern lake shore and Karema. From the month of April to the month of November these districts are denuded of able-bodied men. Everyone makes his way to the central railway line or the coast and engages in labour on the plantations with the object of gaining his tax money. The people prefer to make their own way to the employing districts and there engage themselves after they have satisfied themselves regarding conditions on the various plantations. Labour recruiters have done but moderately well in the district, but it is not unlikely that in future years, recruiters from plantations of which the people have had previous experience and have satisfied themselves that the conditions are satisfactory will do well."

Songea.

" It has been the custom since pre-war days for the young men in the Songea district to seek work, on the various plantations, or shambas, on the coast or elsewhere. Lindi is the place chiefly mentioned, or Kilosa. Noticing the numbers of labourers from Songea district, who apply for work at the plantations themselves, employers of labour have concluded that the district itself would be a profitable recruiting ground. Labour agents have been sent to recruit, but on these agents' arrival, they found that recruits were conspicuous by their absence. The fact is the Songea native prefers to make his own contract in the place of his own choice, rather than to wait recruiting agents at his own home. Thousands have left the district to find work for themselves, a few hundred have been recruited. The Songea native is much sought after, as he is now a trained man, who can handle sisal in the plantation successfully."

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Iringa.

" During the year permits to no less than six recruiters have been endorsed, authorising the recruiting of labour for sisal and other estates on the coast. The response I am afraid has been none too gratifying for those concerned. Small numbers of natives, principally from Malangali sub-district, have gone of their own free will to the coast to seek work. The total number recruited by agents is 980."

Kigoma.

" The supply of labour for local needs is ample, and a few hundred of the local Swahili of Ujiji and Kigoma have entered into contracts for work on the railway line outside the district. In the main, however, the local tribesman stoutly refuses to be tempted outside the district. He comes freely to Kigoma to work for the Swahili capitalist in the rice shambas, supplies all demands for dock labour and local porterage in Kigoma and at the Nyanza salt works. Beyond this he will not be tempted."

Administrative officers have been instructed to supply annual returns showing the number of labourers recruited under contract in their districts, distinguishing the number recruited for employment outside the districts. A summary of the statistics thus obtained will be included in the next Annual Report.

Labour Commissioner.

40. As a preliminary measure to dealing with the labour problem, Major G. St. J. Orde Browne, O.B.E., Senior Commissioner, has been appointed a temporary Commissioner for the purpose of investigating labour conditions on plantations and in recruiting districts, of consulting the several Planters' Associations as to their needs and difficulties, and generally of collecting information and submitting recommendations which may serve as a basis for consideration of the appointment of a permanent Labour Commissioner, with the necessary staff, for the organisation and better control of labour affairs generally. Among subjects with which he will deal specially are the care of recruited labourers *en route* to their destinations, the medical provision for and care of labourers on estates, and the regulation of child labour.

Employment of Children.

Although regulations relating to the employment of children have been in course of preparation for some time it is considered desirable to postpone their issue pending the receipt of the results of Major Orde Browne's investigations. From enquiries made recently from Administrative Officers, it does not appear that the present situation calls for any urgent action.

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Master and Native Servants Ordinance.

Duration of Contract.

40A. Although Section 11 of the Master and Native Servants Ordinance provides that a written contract of service shall not be binding for a longer period than two years, it was at first considered desirable that natives contracting for employment outside their own districts should not do so for a period exceeding six months. The reasons for the adoption of this attitude are explained fully in paragraph 25 of the Report for 1923. Regulations making the necessary provision were accordingly issued under Section 50 of the Ordinance: renewal of a contract for further periods of six months was permitted subject to attestation by the Administrative Officer in Charge of the District or sub-district in which the native concerned was employed. Employers have, however, constantly pressed for an extension of this period, and after the Administrative Officers of both recruiting and employment districts had been consulted it has been decided to extend the period experimentally to twelve months exclusive of journeys. The effect of this measure will be carefully watched.

Machinery.

No regulations to control the use of machinery have yet been made under Section 23 of the Ordinance, in the absence of staff with the qualifications requisite to make the necessary examinations of machinery, engines and boilers. The question of engaging the necessary staff is under consideration.

Accidents.

Administrative Officers have been instructed to supply annual returns relative to Section 21 of the Ordinance showing the number of accidents to labourers, the compensation awarded in each case, and the extent to which contributory negligence by servants has affected the assessment of compensation. A summary of the statistics thus obtained will be included in the next Annual Report. It can be stated with confidence that accidents occur but rarely, and that the administration of Section 21 of the Ordinance by local magistrates has been satisfactory. Legislation is in contemplation which will secure that all accidents are reported immediately to the nearest Administrative Officer.

Whipping.

The Whipping Regulations of 1918 referred to in Section 31 of the Ordinance are published at page 11 of Volume I of Ordinances, Proclamations, etc. The Regulations provide that in the case of juvenile offenders corporal punishment is to be inflicted with a light cane or birch, the number of strokes being limited to twelve.

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Regulations.

The only regulations issued under Section 27 of the Ordinance relates to the fee to be paid by a labour agent in respect of a permit to recruit labour.

Recruitment of natives for work outside the Territory.

41. During the year the Uganda Government applied for permission to recruit labour for employment in loading and unloading cargo at ports on Lake Victoria, but recruiting could not be authorised as local demands for labour were not being met. The Government of Kenya also desired to recruit labour for work on the Uasin Gishu branch railway line, but permission was not granted partly on the ground that the supply of labour was inadequate for local needs, and partly because the climatic and other conditions of employment in Kenya were considered unsuitable for natives of the Tabora and Mwanza areas whom it was desired to recruit.

The Lolgorien Prospecting and Development Syndicate of Kenya, on applying for permission to recruit natives of the Territory for employment in connection with their undertakings close to the border, were informed that, while no restriction would be placed on the voluntary emigration of fit and suitable natives of the Territory desiring to seek work in Kenya, owing to the shortage of labour permits to recruit labour in the Territory could not be granted.

A few plantation owners in Zanzibar were allowed to recruit labour on the coast for a short period to assist in gathering the clove harvest in Zanzibar and Pemba, and as the labourers remained in Zanzibar for a few weeks only such assistance was given to the recruiters as was possible under the terms of the Master and Native Servants Ordinance.

There appears to be an impression abroad that the population of the Territory includes large numbers of unemployed labourers who form a useful reservoir from which to draw for the development of adjoining territories. The contrary is the case : in many districts the native population is fully employed in economic production on their own account and the less advanced areas are being fully drawn upon by planters for labourers on their estates. Apart altogether from any objections to the employment of natives of the Territory at high altitudes or in places where they are removed from the supervision of their own Government the depletion of the local labour supply cannot be justified on any grounds and therefore, while no obstacles are placed in the way of natives who wish to migrate in search of employment, the Government is unable to take any active measures calculated to support or encourage the supply of native labour for employment outside the Territory.

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Labour Board.

42. Fixed rates of pay for unskilled native labour employed by the Government were introduced on 1st January, 1922, in accordance with the recommendations of a specially appointed Committee. Owing to the difficulty of procuring labour, particularly for railway work, due largely to the high rates of pay offered by planters and contractors, it has recently been necessary in certain areas to authorise the payment to Government employees of higher rates of pay than those fixed by the Committee, and it has become obvious that more elasticity is required. A permanent Labour Board has therefore been appointed to deal with all questions regarding rates of pay for Government labourers throughout the Territory, and to recommend from time to time what changes should be introduced in the standard rates.

Labour Difficulties in Mafia Island.

43. The abolition of the status of slavery caused considerable difficulty in Mafia Island, where coconut plantations are numerous. In Mafia slavery was, until the year 1922, the principal feature of the social system, there being several thousand slaves on the island. The freed slaves refusing to work for their former owners, the Arab planters found themselves unable to keep their plantations in proper order. As a temporary measure to tide over the critical period and to prevent the collapse of the coconut industry of the island the Government decided to advance funds on proper security for a limited period to enable the Arab owners to pay the labour and to meet other necessary expenses connected with the harvesting of their crops, and thus make a fresh start.

RELIGIOUS AND SOCIAL.

Missions working in the Territory.

44. The following missions, other than Roman Catholic, are working in the Territory :—

The Universities' Mission to Central Africa.
Church Missionary Society.
Church of Scotland Mission Society.
Livingstonia Mission of the United Free Church of Scotland.
London Missionary Society.
Seventh Day Adventists.
Evangelical Lutheran Church.
African Inland Mission.
Moravian Missions.

The Roman Catholic Societies established are :—

The White Fathers.
The Fathers of the Holy Ghost.
The Capucin Fathers.
Italian Fathers of the Consolation.
The Benedictine Fathers.

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Missions—Spheres of Work.

45. It is not intended to introduce any system of spheres of missionary influence. The Mandate makes the free exercise of religion subject to the condition that it should not be prejudicial to public order and the Mandatory has the right to exercise such control as may be necessary for the maintenance of order. It is therefore open to the Government, if necessary for the maintenance of order, to issue regulations which might have the effect of restricting, in some measure, the free teaching of religion, but it is confidently anticipated that missionary authorities will co-operate with the Government so as to render any such proceeding unnecessary.

Transfer of German Mission Properties.

46. In accordance with the Provisions of Article 438 of the Treaty of Peace between the Allied and Associated Powers with Germany, the property formerly held by German religious missions professing the Protestant faith is about to be formally transferred to a Board of Trustees approved by a deed signed by the Secretary of State for the Colonies on the 26th of July, 1923. Similar arrangements as regards property formerly held by German Roman Catholic missions are under discussion.

Recognition of German Missionary Societies.

47. The Conference of Missionary Societies in Great Britain and Ireland has been informed that it will be open to them to recommend German missionary societies for recognition as approved societies in common with missionary societies of other European countries for the purpose of admission into the Territory for missionary work.

Native Liquor.

48. The manufacture, sale and consumption of native liquor in townships is regulated by the Native Liquor Ordinance, 1923, while control outside townships is effected by means of regulations under the Native Authority Ordinance, 1923. Proposals for the extension of the provisions of the Native Liquor Ordinance to certain areas outside townships are at present under consideration. In order to discourage *tembo* drinking as much as possible, instructions have been given that permits to tap trees for palm wine should not be issued.

Sale and Supply of Liquor to Non-Natives.

49. The sale and supply of liquor to non-natives is regulated by the Intoxicating Liquors Ordinance, 1923. The Ordinance prohibits the manufacture of potable spirits, controls the possession of stills, and forbids the supply to natives of liquor other than native liquor. The only spirits permitted to be manufactured are denatured or methylated spirits for medical, industrial, and other purposes, as authorised by Article 6 of the

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Convention of 1919 relating to the Liquor Traffic in Africa, and provision for controlling the possession and use of stills as permitted by the Convention is necessary. So far no licences have been granted for the manufacture of denatured spirits under the provisions of the Ordinance nor have any applications been received. Licences for the possession of stills would be granted only in accordance with Article 6 of the Convention. Statistics relating to the importation of alcoholic liquors in 1924 are given below :—

	1924	
	Quantity. Gals.	*Value.* £
Wines	15,884 ..	7,372
Beer	61,457 ..	12,976
Brandy	2,241 ..	2,211
Gin and Geneva	2,014 ..	1,693
Liqueurs	336 ..	440
Rum	20 ..	19
Whisky	17,007 ..	23,590
Unenumerated	55 ..	66

The tariff on imported liquor is shown in the schedules to the Customs Tariff Ordinance, No. 34 of 1923.

Traffic in Women and Children.

50. Resolutions were passed by the Fourth Assembly of the League of Nations and by the Council of the League regarding the application to mandated Territories of the International Convention of 1921, for the suppression of the traffic in women and children. His Majesty's Government pointed out that the primary object of the Convention was the suppression of the criminal traffic in European women and children for immoral purposes abroad, and that, as no such traffic existed in the mandated territories, there appeared to be no advantage to be gained by the introduction of legislation specially directed against a criminal practice which did not exist.

The present law of the Territory on this subject follows the Indian Penal Code, Sections 361–363, 366, 368, 372 and 373. Further legislation is contained in the Young Girls' Protection Ordinance, No. 33 of 1921, and Section 16 of the Native Vessels Ordinance, No. 9 of 1921. The Immigration Ordinance, No. 16 of 1924, prohibits the entry into the Territory of prostitutes and persons interested in the proceeds of prostitution. The Government of India is considering an amendment of the Indian Penal Code, and when the form of the Indian legislation is finally settled the question of amending the law of the Territory will be taken up.

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Prohibition of Importation of Poppies, etc.

51. It was reported that poppy capsules were being imported into the Territory presumably for the purpose of the preparation of opium. The cultivation of the opium poppy is prohibited, but, as the poppy and its capsule are not included in the definition of " opium " in the Opium Proclamation, No. 24 of 1920, importation did not appear to be prohibited. An order was therefore issued, under powers conferred by the Customs Ordinance, 1922, prohibiting the importation of all preparations of poppies, excepting red poppy petals and syrup of red poppies (*papaver rhaeas*).

Traffic in Bhang.

52. It was reported that Cannabis Sativa (known as Hemp, or True Hemp, and in Swahili as Bhang or Bangi) was being sold to natives by Indian traders in country districts. Importation has been prohibited and orders are being issued under the Native Authority Ordinance to prevent the growing of hemp by natives.

The plant has been cultivated and used as a narcotic by many of the natives but it is hoped that the measures which have been taken will result in a speedy suppression of the practice.

Native Ceremony known as Ngashu.

53. Instructions have been given under the Native Authority Ordinance, 1923, for the prohibition, restriction or regulation of the native ceremony known as Ngashu, celebrated in the Usumbara and Moshi districts. The ceremony, as practised in the districts of Usumbara and Moshi, was of a revolting nature and demoralising and debasing to the participants; further, there was reason to believe that certain superstitions connected with the ceremony gave rise to infanticide.

PUBLIC HEALTH.

Expenditure on Medical Services.

54. For the financial year 1924–25 the approved estimate of expenditure amounted to £119,249. The shortage of staff still, however, continues, but the position in this respect is gradually improving. Great expansion of medical organisation to meet increasing demands is necessary in the near future, and it is proposed to take steps in this direction next year.

MEDICAL.

Hospitals and Asylums.

55. During the year extensions were made to the hospitals at Kigoma, Mwanza, Songea, Tanga and Mikindani, while plans were prepared for new hospitals at Moshi, Kilosa and Dodoma. A type plan for native hospitals has been prepared.

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A certain number of lunatics are confined at the Lunatic Asylum at Lutindi, but the Asylum is situated in a remote district and the accommodation available is inadequate for the needs of the Territory. It is necessary at present to confine criminal and other lunatics in ordinary gaols. This is most undesirable and the erection of a Central Lunatic Asylum at Dodoma to accommodate both criminal and civil lunatics is about to be commenced. A small asylum and gaol for criminal lepers will also be erected at Dodoma.

Native attendance at Government Hospitals.

56. A substantial increase of the attendance at the different medical stations has taken place during 1924 (*see* comparative table below). There are 34 main centres from which returns have been received showing a total of 21,686 in-patients and 146,010 out-patients, with 671 deaths. The great success incident in the treatment of yaws with bismuth has proved of great value in inducing sufferers from other diseases to apply for treatment and the increase of attendance has been very largely due to the propaganda which has been instituted in this connection. Besides the figures given above, several thousand natives were treated for minor ailments at the smaller dispensaries, in charge of African dispensers and dressers .

	In-Patients.	*Out-Patients.*	*Total.*
1921	11,458	100,978	112,436
1922	13,650	103,409	117,059
1923	16,482	110,445	126,927
1924	21,686	146,010	167,696

Fees for Medical Attendance on African Natives.

57. Medical Officers and Sub-Assistant Surgeons are not entitled to fees in respect of advice to, or attendance on, African natives. No charges of any kind are paid by African natives for attendance, medicines, dressings or maintenance at Government hospitals and dispensaries, whether they are treated as in-patients or out-patients, except in the case of Government employees drawing 100s. a month or more, and of employees of commercial firms, planters, etc.

Maternity and Child Welfare.

58. The initiation of any general scheme to deal with this question must be preceded by careful experiment and any steps taken must be so designed as to secure that the facilities to be afforded will be acceptable to native women. A European Nursing Sister was attached to the Health Office at Dar-es-Salaam at the end of the year, and one of her duties is to ascertain by personal investigation the attitude of the natives and to endeavour to gain their confidence and to remove any prejudice existing as regards the treatment of maternity cases in hospital. This Nursing Sister has already attended several maternity cases at

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their own homes. A number of other cases have been attended at the Native Hospital, at which a Senior Nursing Sister, who is well qualified both professionally and by her knowledge of Swahili, is in charge of the maternity ward. A small maternity home has been commenced in Dar-es-Salaam and will shortly be completed : should it prove popular with native women, similar institutions will be provided in other parts of the Territory.

Medical Work performed by Missions.

59. The missions still continue to do valuable work among the natives. Apart from general diseases, they devote special attention to the treatment of yaws, venereal diseases and leprosy. The use of bismuth in the treatment of yaws is becoming increasingly popular.

Care of Sick Labourers on Plantations.

60. This problem is assuming important proportions and a comprehensive memorandum dealing with the various aspects of the subject has been printed and distributed widely to the Chambers of Commerce, all employers of labour, and to the administrative and medical staff. The memorandum, besides general considerations, deals with and supplies data under the following heads :—Pre-recruiting problems, recruiting, diet and feeding, clothing, housing, cleanliness of huts, the maintenance of cleanliness, water supplies, bath and laundry accommodation, fuming of pit latrines, hospital accommodation and routine organisation for prevention and cure of sickness, hospital staff, hospital diet for Africans, foodstuffs and medical comforts, drugs and dressings.

SANITATION.

61. The general sanitation of the townships in the Territory has been maintained in a satisfactory condition throughout the year. The extension of the water mains at Dar-es-Salaam has been continued and a scheme to provide an increased supply of potable water is under consideration at the present time. At Tanga a new cement drain is being constructed which will provide a satisfactory channel for the surface drainage of the greater part of the town and will greatly facilitate the removal of mosquito breeding places. Many minor improvements such as the provision of additional incinerators and public latrines have been carried out by the Public Works Department in towns throughout the Territory. Practical experience of the application of the Township Rules, 1923, has shown the necessity of alterations and amendments. Many of these have been considered during the year and the amended rules should be published early in 1925.

Twelve meetings of the Central Town Planning and Building Committee were held during 1924 and much progress was made with the consideration of the plans and lay-outs of many of the townships.

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Building Areas in Dar-es-Salaam.

62. The township of Dar-es-Salaam has been divided for building purposes into three zones. In the first zone residential buildings of European type only may be erected, in the second zone combined residential and trading buildings only may be erected, while the third zone has been reserved for native quarters. In demarcating the zones provision was made for the preservation of necessary open spaces.

Rules for Aerated Water and Ice Factories.

63. Comprehensive rules relating to the construction and conduct of aerated water and ice factories have been issued. They were prepared after careful consideration of regulations issued by the Egyptian Department of Public Health and the sanitary rules and regulations for the cities of Panama and Colon, and as a result of local experience. The rules ensure that aerated water and ice will be manufactured under satisfactory sanitary conditions.

Epidemics.

64. There were no serious outbreaks of dangerous infectious diseases during 1924. A few cases of plague occurred in the endemic areas in the Dodoma and Mwanza Districts. Towards the end of the year what was believed to be a new focus of infection was found in the Mbulu sub-district of Arusha; this outbreak resulted in 17 deaths. The decrease in the incidence of smallpox during the years 1921, 1922 and 1923 was still more marked during the year under review. Of the 30 cases notified 25 cases with 12 deaths were reported from the Bukoba District; no deaths occurred in the remainder of the Territory. During the year about 104,000 vaccinations were performed. Influenza was responsible for 38 deaths. The number of cases which occurred is not known. A large proportion of the milder cases would certainly not be notified. The most severe outbreak was in the Tanga District, the whole area being affected. Twenty-six deaths were reported from this district. Only two cases of cerebro-spinal meningitis were notified: both these occurred at Mwanza. The following table shows the incidence of smallpox, plague, cerebro-spinal meningitis and influenza during the four years 1921 to 1924 :—

	Small-pox		*Cerebro-Spinal Meningitis.*		*Plague.*		*Influenza.*	
Year.	*Cases.*	*Deaths.*	*Cases.*	*Deaths.*	*Cases.*	*Deaths.*	*Cases.*	*Deaths.*
1921 ..	1,267	151	17	4	—	163	—	113
1922 ..	390	46	9	6	52	40	1,176	37
1923 ..	217	33	101	89	39	26	1,933	291
1924 ..	30	12	2	1	42	35	—	38

Sleeping Sickness.

65. While there does not appear to be any danger of a widespread epidemic of Rhodesian sleeping sickness it is probable that competent observers would find numerous foci of infection throughout the very extensive area of the Territory infested with the tsetse fly of the morsitans group.

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In the Mwanza District where Rhodesian sleeping sickness was found in 1922, a few fresh cases have been discovered during the year. It has only been possible to station native dressers in the affected district, though visits have also been made by a Sub-Assistant Surgeon. The Medical Officer who had been detailed for special duty in this area unfortunately fell sick *en route* for Mwanza and had to be invalided to England. Where the instructions issued to the native Chiefs by the Senior Commissioner have been complied with the disease appears to be completely under control. An Administrative Officer has now been stationed in the sleeping sickness area and closer supervision should result in a general improvement in those parts of the affected area where the instructions issued by the Senior Commissioner have not been properly carried out in the past.

Early in the year reports were received that a disease resembling sleeping sickness was present in the neighbourhood of Liwale, a Sub-District of Kilwa. That it was sleeping sickness was confirmed at Dar-es-Salaam. The investigator sent down estimated that less than twenty deaths had occurred during 1923 and early 1924. He found only three positive cases amongst the many hundreds of natives examined during his tour. The natives were concentrated in fly-free areas as far as possible and instructed to increase the area of clearings round their huts and gardens. No information of any further outbreak in the District was received during the remainder of the year.

In August a number of deaths suspected to be due to sleeping sickness were reported from the Ufipa District. A Medical Officer who has had previous experience of human trypanosomiasis in the Mwanza District was detailed for duty in this area which lies across the main native traffic routes between Tabora and the south-western portion of the Territory. By the end of the year this investigator had discovered 32 cases of the Rhodesian type of sleeping sickness. Reports have recently been received that cases of trypanosomiasis have been discovered in the Tabora District, the infection having been acquired near the Wala and Ugala Rivers approximately fifty miles north of the area at present being investigated in the Ufipa District. It is hoped to despatch a second Medical Officer to this District and to make a thorough survey of the whole area.

During 1924, a few cases of human trypanosomiasis have been reported from Kigoma and Ujiji on the shores of Lake Tanganyika. The Medical Officer stationed at Kigoma is at the present time investigating the question where these cases became infected, whether in this Territory or in those adjoining. It is known that *Glossina Palpalis* is common along the lake shore and that sleeping sickness was endemic during the German occupation. Clearings at landing and watering places have been maintained as far as

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possible and no further cases of sleeping sickness have been reported from the lake area up to the end of the year. The position requires further investigation and it is proposed that, when the survey of the Ufipa District has been completed, the Medical Officers now engaged in that area shall be employed to investigate the conditions along the shores of Lake Tanganyika from Kasanga to Ujiji.

Treatment with Bayer 205 and Tryparsamide, the latter kindly supplied by Dr. Louise Pearse of the Rockefeller Institute, has been carried out, but reports on the results achieved have not yet been received. Both tartar emetic and soamin are also being used.

Venereal Disease and Yaws.

66. The treatment of these diseases has been largely extended by the use of the soluble salts of bismuth with most gratifying results. A special venereal diseases clinic was opened in the Bukoba District with the view, if successful in attracting the native, to its general and systematic adoption later throughout the Territory.

The numbers of natives presenting themselves for treatment for syphilis in 1923 and 1924 were as follows :—

1923	..	..	..	..	2,667
1924	..	..	..	..	4,377

It will be seen from the above figures that the natives show an increasing disposition to present themselves voluntarily for treatment for venereal disease. The large population and its wide distribution render it almost impossible to ensure that any measures directed towards compulsory treatment could be administered satisfactorily. In these circumstances it is considered best to encourage the natives to present themselves voluntarily for treatment, thus ensuring the reduction of infectivity on a large scale. It is also considered that the compulsory detention of natives until complete cures have been effected would result in a decrease in the number of applicants for treatment and thus render the general position less satisfactory than at present. It has been suggested that in order to check the spread of venereal disease, itinerant native traders should be required to submit to a medical examination before being licensed. This procedure, however, would afford no guarantee that the holder of the licence would not subsequently contract venereal disease, and it would be impracticable to require him to submit to periodical examinations particularly as he would frequently be far removed from any medical officer. Moreover, large numbers of natives proceed independently to remote districts in search of work and are no less a danger than the comparatively small class of itinerant traders. Consequently it is thought inadvisable to make any

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special regulations for traders which could not be applied to other travellers, but that the best course to pursue is sustained and patient effort directed towards encouraging natives to present themselves voluntarily for treatment.

The improvement in the situation as regards yaws has been material, the number of cases treated being six times that treated during the previous year. The following table shows what has been accomplished, and it is hoped that a still further increase will be effected during 1925, the organisation for dealing with this disease having now been elaborated :—

April to December, 1920	..	636
1921	..	1,109
1922	..	3,123
1923	..	3,616
1924	..	20,741
Total	..	29,225

Quarantine.

67. Since 1920 the Quarantine Station at Zanzibar has been used, when necessary, by the Government of the Territory, payment being made either by the steamers or the Companies concerned, or by the Government on the basis of the number of persons accommodated. Under this arrangement the Zanzibar Government received a small sum only, entirely disproportionate to the advantage derived by the Territory, and it has now been arranged that one-fourth of the cost of the upkeep of the station shall be borne by Tanganyika funds.

MILITARY AND POLICE.

Strength of Garrison.

68. The military garrison of the Territory consists of the 2nd and 6th battalions of the King's African Rifles, the former being recruited in Nyasaland. The total establishment on 31st December, 1924, consisted of 1,605 combatant native ranks and 65 European officers and non-commissioned officers. There is also a reserve of combatant native ranks numbering 508.

Military Recruitment of Natives of the Territory.

69. His Majesty's Government have agreed that natives of Mandated Territories shall not be recruited while within those territories for military service in a unit liable to serve outside those territories. Accordingly it has been decided that gun porters and

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stretcher bearers for the 2nd Battalion King's African Rifles, which is recruited in Nyasaland and is liable for service outside the Territory, should be obtained from Nyasaland and not locally as has been hitherto the practice.

The Police Force.

70. The police force consisted of 60 European officers and non-commissioned officers, 28 Asiatic and native sub-inspectors and 1,765 native ranks. The prison service which numbered 7 European gaolers and 401 African warders is also under the direction of the Commissioner of Police.

Crime.

71. Crime generally has been normal during the year. Cases of violence against the person were slightly fewer than in the previous year and it is a matter for congratulation that this form of crime remains so well under control. While cases of serious theft and robbery remain stationary and normal, the number of petty thefts, in which the property stolen was valued at less than 100 shillings, shows a considerable increase. The majority of these last-mentioned offences are committed in the native quarters of the towns.

The numbers of male prisoners sentenced to imprisonment during the years 1923 and 1924 were as shown below :—

	1923.	1924.
Long term	843	1,049
Short term	3,451	4,679

Eighty-five females and four juveniles received sentences of imprisonment in 1924.

The increased number of persons committed to prison for short terms is due principally to the operation of the Master and Native Servants Ordinance and the Township Regulations, while the increase in the number of long service prisoners is primarily due to the larger number of convictions for theft.

Central Gaol.

72. The erection of a central gaol suitable for the accommodation of long service prisoners and providing facilities for proper classification, training and progressive treatment is very necessary. Plans for the erection of such a prison at Tabora are being prepared. The system of association wards will be abandoned at this prison in favour of separate cells where prisoners can be isolated.

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Arms and Ammunition.

73. The total number of firearms registered in the Central Registry up to the end of 1924 was as under, but it is believed that there are still a number of obsolete muzzle-loaders in the possession of natives, remaining to be registered. Apart from muzzle-loaders, practically all arms are in the possession of non-natives.

Arms of precision	3,387
Shot guns	2,239
Muzzle-loaders	7,400

The amount of ammunition imported was :—

Ball cartridges	153,036
Shot cartridges	91,917
Percussion caps for muzzle-loaders	40,000

FINANCIAL.

General Financial Position.

74. At the close of the financial year, 1923–24, an actual surplus instead of an estimated deficit was shown on Ordinary Recurrent Account (excluding Railways), indicating not only a gratifying expansion of trade but also more economical working of the government machinery. The steady increase of railway revenue gives ground for the hope that before long the deficit on Railway Ordinary Recurrent Account will disappear. The revised estimates for 1924–25 reveal the probability of a surplus of £60,563 on Ordinary Recurrent Account, and a railway deficit, apart from capital expenditure, of £100,000, against the original estimate of a deficit of £38,240 on the ordinary budget and a railway deficit of £133,992.

The estimated revenue for 1925–26 is £1,635,530 or £310,860 more than the approved estimates for 1924–25 and £203,230 more than the revised estimates for that year. Important increases have been budgeted for under customs, licences, taxes, etc., and railways. The anticipated increase of receipts from import duties indicates the confidence with which the maintenance of the present remarkable rate of improvement in the import trade is anticipated. There are no export duties. The increase expected under licences, taxes, etc., will come principally from the increase of hut and poll tax from 6*s*. to 10*s*. in the greater part of the country. Railway receipts are expected to benefit not only by a considerable increase in the local production of economic crops, but also by a greater volume of transit traffic to and from the Congo.

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Fiscal Legislation amended.

75. Ordinances amending the Profits Tax Ordinance, 1923, and the Trades Licensing Ordinance, 1923, were enacted and brought into force on 1st April, 1924. The whole question of trades licensing and taxation of property is under close observation by Government with a view to determining whether existing legislation is satisfactory as a permanent feature.

Hut and Poll Tax.

76. It has been decided to increase the native hut and poll tax in the more prosperous districts from 6s to 10s. as from 1st April, 1925, with the exception of certain areas in those districts in which the natives are not yet in a position to bear increased taxation. In the Bukoba district the tax will be increased from 9s. to 12s. The rate now paid is lower than that paid in neighbouring territories. Trade and native production have increased recently and it is considered that the natives are now in many districts well able to make a greater contribution than previously towards the cost of administration. The increase in the tax will be accompanied by the commutation for a cash payment of tribute now levied by Chiefs on their tribesmen either in kind or service where such services have hitherto been rendered.

In the less prosperous districts in the south-western area, which at present suffer from inadequate transport facilities, the tax will for the present continue to be 6s. In the Kigoma district and in the sub-district of Biharamulo, where a rate lower than 6s. has been in force, it has been decided that the stage of development does not yet admit the imposition of increased taxation.

Exemption from certain Taxes on grounds of Poverty.

77. Ordinances were passed during the year empowering Administrative Officers in districts or sub-districts to grant certificates of exemption from house tax and municipal house tax to persons without means or unable, owing to age or infirmity, to obtain employment.

Customs Receipts.

78. The revenue derived from Import Duties for the years 1923 and 1924 was as follows :—

1923	£324,787
1924	£403,006

An increase is anticipated for the year 1925.

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The import duties charged are set forth in the Schedule to the Customs Tariff Ordinance, No. 34 of 1923, which contains tables of specific and *ad valorem* duties and also a table of articles which may be imported duty free.

Customs Tariff Amendment Ordinance.

79. The provisions of the Customs Tariff Ordinance, No. 34 of 1923, were found to bear hardly on importers at various ports on Lakes Victoria and Nyasa. Such importers had to pay customs duty on any charges incurred for freight, etc., between the port at which the goods were landed in the first instance, viz., Mombasa or Beira, and the customs station at which they finally entered the territory ; whereas importers at Kigoma, on lake Tanganyika, served by the Central Railway, paid customs duty only on the landed cost at Dar-es-Salaam. The main Ordinance was therefore amended by the Customs Tariff (Amendment) Ordinance, No. 14 of 1924, so as to provide that the value for customs purposes of goods arriving in the original coverings in which they were exported from the country of manufacture or shipment, for importation at any inland customs station in the Territory, shall be ascertained as though the place of importation were the first port of entry on the East Coast of Africa.

Customs Union.

80. The question of a complete co-ordination of customs services and procedure with the neighbouring dependencies has received very careful consideration during the year, and it is hoped that agreement will soon be reached on the question of the adjustment of certain outstanding points of difference.

Revenue and Expenditure.

81. For the year ending 31st March, 1924, revenue amounted to £1,315,188, exceeding the estimate of £1,257,540 by £57,648, and the total expenditure amounted to £1,901,158, being £34,951 less than the estimate of £1,936,109, leaving a gross deficit of £585,970. The deficit was composed as follows :—

	£	£
Extraordinary Expenditure, mainly of a capital nature	209,759	
Less Surplus on Ordinary Budget ..	944	
		208,815
Railway Running Loss	92,220	
Railway Capital Expenditure ..	284,935	
		377,155
		£585,970

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82. The following figures show the revenue and expenditure for the last five years* :—

	Ordinary Revenue.	Ordinary Expenditure.	Deficit.	Surplus.
	£	£	£	£
1919–20 ..	565,319	683,202	117,883	—
1920–21 ..	790,467	908,611	118,144	—
1921–22 ..	782,526	1,117,129	334,603	—
1922–23 ..	932,470	1,045,960	113,490	—
1923–24 ..	1,073,779	1,005,153	—	68,626†

Extraordinary Expenditure, mainly of a capital nature :—

	£
1919–20	82,964
1920–21	81,776
1921–22	147,571
1922–23	160,420
1923–24	209,759

Railway Recurrent Revenue and Expenditure :—

	Ordinary Revenue.	Ordinary Expenditure.	Deficit.
	£	£	£
1919–20 ..	103,778	262,240	158,462
1920–21 ..	156,377	349,611	193,234
1921–22 ..	195,666	387,014	191,348
1922–23 ..	227,546	353,651	126,105
1923–24 ..	241,409	333,629	92,220

Railway Capital and Extraordinary Expenditure :—

	£
1919–20	16,351
1920–21	49,356
1921–22	119,668
1922–23	33,618
1923–24	284,935

* The figures given in this paragraph do not agree in some instances with those detailed in paragraph 84 as they have been compiled to show the true commitments of each year and not the actual accounting figures.

† Reduced to £944 owing to the refund of an amount due to the Imperial Government.

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A steady improvement took place in the financial position of the Railways, and in 1923–24 the working loss was reduced on the Central Line to £54,133, on the Tanga Line to £36,862, and the loss on the Lindi Tramway was £1,225, whilst interest charges are being paid on the loans for capital expenditure. The policy which is being pursued of fostering the transit trade with the Belgian Congo, and increasing local traffic by the development of production and the construction of feeder lines, should undoubtedly continue the improvement which has marked the results of the past three years.

83. The following is an analysis of the revenue, other than railway receipts and certain reimbursements, collected during the year 1923–24 :—

	£	Percentage of Total Revenue.
1. House, Hut and Poll Tax ..	426,333	40·8
2. Customs Duty, etc. ..	337,157	32·2
3. Receipts from Government Undertakings other than Railways	90,964	8·7
4. Miscellaneous Receipts, including Sale of Ivory ..	61,612	5·9
5. Trade Licences and Profits Tax	37,963	3·7
6. Other Licences and Taxes ..	31,703	3·0
7. Fees, Fines and Miscellaneous Duties	25,793	2·5
8. Revenue from Land, including Mining and Forest Royalties	19,850	2·0
9. Shipping Dues, etc. ..	12,948	1·2

It will be observed that, of the above revenue, totalling £1,044,323, house, hut and poll taxes, mainly paid by natives, accounted for 40·8 per cent. while customs duty accounted for 32·2 per cent. As cotton piece goods, mainly for native use, formed over 40 per cent. of the imports and as natives purchase imported articles such as kerosene, cigarettes, tobacco and hardware, it is clear that an appreciable proportion of the Customs Duties fell on the native population.

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84. The following figures show details of total revenue and expenditure under the various heads since 1919:—

Heads of Revenue.	Actual Revenue, 1919–20.	Actual Revenue, 1920–21.	Actual Revenue, 1921–22.	Actual Revenue, 1922–23.	Actual Revenue, 1923–24.
	£	£	£	£	£
Customs	140,709	188,200	209,867	267,940	325,677
Port and Marine ..	15,375	30,666	24,308	25,547	26,727
Licences, Taxes, etc...	308,887	442,268	418,872	475,077	506,418
Fees of Court, or Office, Receipts for, or in aid of, Specific Government Services and Reimbursements.	41,216	71,644	63,565	83,390	89,120
Posts and Telegraphs	15,573	27,970	29,156	30,360	29,719
Revenue from Government Property ..	11,601	18,901	26,041	34,730	40,394
Miscellaneous ..	31,958	10,818	9,592	83,358	55,031
Total	565,319	790,467	781,401	1,000,402	1,073,086
Land Sales	—	—	1,125	638	693
Total	565,319	790,467	782,526	1,001,040	1,073,779
Railways	103,778	156,377	195,666	227,546	241,409
Total	669,097	946,844	978,192	1,228,586	1,315,188
Grant-in-Aid by Imperial Treasury ..	—	316,000	92,109	—	—
Total	669,097	1,262,844	1,070,301	1,228,586	1,315,188

Heads of Expenditure	Actual Expenditure, 1919–20.	Actual Expenditure, 1920–21.	Actual Expenditure, 1921–22.	Actual Expenditure, 1922–23.	Actual Expenditure, 1923–24.
	£	£	£	£	£
Charges on account of Public Debt ..	—	—	—	—	22,341
Pensions	—	—	718	882	4,015
His Excellency the Governor	7,432	11,989	10,649	10,620	8,165
Secretariat	6,857	12,879	15,041	13,825	12,911
Printing and Stationery	3,895	13,606	12,100	10,583	11,047
District Administration..	107,014	167,294	185,650	167,826	168,840
Treasury	6,716	13,028	14,976	13,109	14,056
Customs	9,865	22,995	24,478	23,005	24,050
Port and Marine ..	28,496	45,023	49,020	44,410	37,806
Audit Department ..	1,462	8,697	7,759	7,620	7,386
Legal Department ..	2,556	13,338	25,822	23,902	23,153
Police and Prisons ..	59,565	108,751	119,453	123,564	113,116
Medical and Sanitation	48,807	90,787	101,918	89,999	91,341
Veterinary Department	14,566	19,886	35,851	31,962	30,434
Education	174	3,106	8,058	9,359	11,024
Transport	2,665	6,569	9,714	8,598	8,275
Military (King's African Rifles) ..	—	123,783	190,237	160,398	146,078
Military (Commitments)	—	—	36,508	218,223	—

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Heads of Expenditure.	Actual Expenditure, 1919–20.	Actual Expenditure, 1920–21.	Actual Expenditure, 1921–22.	Actual Expenditure, 1922–23.	Actual Expenditure, 1923–24.
	£	£	£	£	£
Miscellaneous Services	44,379	33,692	28,969	34,608	91,888
Posts and Telegraphs	29,721	69,982	77,259	67,543	61,616
Lindi Tramway ..	—	—	2,505	3,244	—
Agricultural Department.	2,176	6,127	16,761	19,982	21,870
Forestry Department	525	4,934	12,584	12,198	12,872
Game Department ..	242	3,234	8,365	10,216	7,461
Land, Survey and Mines Department.	—	4,199	19,436	25,226	25,840
Nyanza Salt Mines ..	—	—	5,998	7,323	5,834
Electricity Department	—	—	—	—	9,427
Public Works Department	14,295	38,102	49,110	46,740	39,548
Public Works Recurrent..	37,063	86,610	87,203	82,271	62,442
Total Ordinary Expenditure ..	428,471	908,611	1,156,142	1,267,427	1,072,836
Extraordinary Expenditure.					
General	—	—	—	32,372	114,530
Public Works ..	15,095	41,419	117,973	111,416	89,442
Posts and Telegraphs	1,411	2,762	2,143	13,573	5,787
Port and Marine ..	51,997	17,021	27,455	3,059	—
War Expenses ..	14,461	20,574	—	—	—
Total Extraordinary Expenditure	82,964	81,776	147,571	160,420	209,759
Railways.					
Railways Ordinary ..	262,240	349,611	384,509	350,407	333,628
Railways Extraordinary..	16,351	49,356	119,668	33,618	284,935
Total Railways ..	278,591	398,967	504,177	384,025	618,563
Total Expenditure ..	790,026	1,389,354	1,807,890	1,811,872	1,901,158

Loans.

85. Apart from free grants received in 1920–21 and 1921–22 totalling £408,109, financial assistance from the Imperial Exchequer has been in the form of repayable loans. The total of loans received to 31st March, 1924, amounts to £2,385,891, of which £1,726,653 has been expended, leaving a balance of £659,238 carried forward. Repayment terms have not been fixed except in the case of the loan of £37,919 for the electric power station, which is being liquidated by a combined interest and sinking fund annuity spread over a term of 24 years. This annuity is subject to review in 1929.

Interest is being paid at present only on that portion of the loan total devoted to revenue earning works. Up to 31st March, 1924, this portion amounted to £476,140 and comprises :—

Electric Power Station Loan	£37,919
Railway Capital Expenditure	£438,221

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The annual payment in respect of these loans is £26,844. As stated above, the payment in the case of the electric power station loan includes sinking fund. Interest charges on the remaining loan expenditure of £1,250,512 have not yet been fixed.

CURRENCY.

86. The coinage consists of a silver shilling as the standard, with a silver 50 cents coin (half shilling), and subsidiary copper coinage of ten, five and one cent pieces. There is a note issue consisting of notes of the following denominations :—

Shillings	1,000
,, ...	200
,, ...	100
,, ...	20
,, ...	10
,, ...	5

The German silver coinage has been redeemed at the rate of two shillings to the rupee, and withdrawn from circulation ; it ceased to be legal tender as from 1st April, 1923. The German subsidiary nickel and copper coinage (Hellers) is in the course of redemption, and 30th June, 1925, has been fixed as the date when these coins will cease to be recognized as legal tender. In addition to German coinage it was necessary to redeem Indian silver coinage in the Territory : redemption has been effected at the rate of two shillings to the rupee, and Indian coinage ceased to be legal tender in the Territory as from 23rd July, 1921.

The conditions governing the withdrawal of the various German currencies in circulation in the Territory at the time when the present Administration was inaugurated are dealt with exhaustively in the Treasurer's Annual Report for the financial year 1923–24, copies of which have been supplied to the League.

TRADE.

87. The improvement shown in the trade of the Territory during 1923 has not only continued but has been considerably enhanced during 1924. The value of domestic exports increased by 57·5 per cent. from £1,657,601 to £2,611,303. The value of imports increased by 14·7 per cent. from £1,799,038 to £2,062,646. The much larger percentage of increase in exports will probably be reflected in increased imports in 1925. The balance of trade, an excess of exports over imports of £548,657, shows a healthy state of affairs.

Value of Trade.

88. The value of the trade of the Territory during 1924 was as follows :—

Imports	£2,062,646
Exports	2,695,284
Transit	693,092
	£5,451,022

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Volume of Trade.

89. The following comparative table of the value of the trade of the Territory for the years 1922, 1923 and 1924, illustrates the steady progress made. The figures given are exclusive of bullion and specie :—

	1922.	1923.	1924.
	£	£	£
Imports (commercial) ..	1,238,086	1,475,096	1,901,563
Imports (Government)	148,126	323,942	161,083
Exports	1,441,584	1,733,229	2,695,284
Transit	270,866	266,598	693,092
	£3,098,662	£3,798,865	£5,451,022

The large increase in the transit trade is due to the importation of railway material and lake and river craft for the Congo and to increased exports of copper, cassitterite, palm kernels, hides and skins, peas and beans and ivory from that country.

90. The trade of the Territory was distributed among the ports as follows :—

Dar-es-Salaam	48·8 per cent.
Tanga	18·0 ,,
Mwanza	11·8 ,,
Bukoba	7·9 ,,
Lindi	4·9 ,,
Other ports of entry	8·6 ,,

Imports.

91. The following table illustrates the comparative value of the principal items of import for the years 1922, 1923 and 1924:—

Articles.	1922 Value	1923 Value	1924 Value
	£	£	£
Cotton piece-goods	590,466	722,325	811,679
Foodstuffs	141,312	132,179	175,467
Building materials (including cement and galvanised iron sheets) ..	47,918	58,152	61,316
Kerosene and motor spirits	29,365	38,442	46,223
Tobacco	29,443	21,758	24,160
Spirits	30,122	25,623	28,016
Machinery	17,811	82,445	94,514
Iron and steel manufactures	24,769	192,278	108,318
Cigarettes	16,028	16,063	28,183
Wines and Beer	13,927	12,597	20,350

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Cotton Piece Goods.—The value of these has increased by nearly £100,000, but the percentage to the toal imports remains about the same. The goods comprising this item of the import trade were, in order of value :—(*a*) Grey unbleached (americani and chadder) mainly of United Kingdom, Japanese and British Indian manufacture ; (*b*) dyed piece goods, chiefly from the United Kingdom, British India, Germany and Holland ; (*c*) coloured piece goods of United Kingdom, British India, German and Dutch manufacture ; (*d*) white bleached (bafta, white shirting, drill and duck), mainly from the United Kingdom ; (*e*) printed piece goods, manufactured principally in the United Kingdom and Holland ; (*f*) blankets from the United Kingdom, British India, Germany and Holland.

Iron and Steel Manufactures show a large falling off in value. This is accounted for by the fact that the plantations had largely completed their equipment of rails, etc., in the previous year.

Exports.

92. All the principal articles show satisfactory increases in value. The following table gives the comparative tonnage of the principal domestic exports for the years 1913, 1921, 1922, 1923 and 1924, and the values for 1924 :—

Principal Domestic Exports.

Articles.	1913. *Tons.*	1921. *Tons.*	1922. *Tons.*	1923. *Tons.*	1924. *Tons.*	*Value in* 1924. £
Sisal ..	20,834	7,923	10,224	12,845	18,428	644,835
Groundnuts	8,961	8,448	12,518	16,508	18,684	359,918
Coffee ..	1,059	3,827	4,271	4,047	5,261	352,529
Cotton ..	2,192	1,096	1,544	1,469	2,541	373,753
Copra ..	5,477	6,104	5,948	6,669	8,125	178,194
Hides and Skins	3,456	356	1,518	2,068	2,547	185,843
Grain ..	2,232	19,449	18,912	11,786	14,483	130,295
Simsim ..	1,476	1,385	2,778	4,435	3,909	80,324
Beeswax ..	559	183	333	302	425	44,666
Chillies ..	6	½	9	519	910	18,596
Ghee ..	338	630	380	395	472	25,589

The increased tonnage of sisal hemp exported is very gratifying. The figure is within 2,400 tons of the pre-war record and it is confidently anticipated that the record will be exceeded in 1925. The demand for groundnuts continues to be steady and the increased production was absorbed readily. European production of coffee remained about the same in quantity but prices realized were much higher than in the previous year : the native coffee crop of Bukoba increased from 51,251 cwt. to 73,620 cwt. Cotton showed a large increase in tonnage exported and prices were good : increased exports may be anticipated. The tonnage of copra exported increased about 20 per cent. and it is expected that Mafia Island will increase the export in future.

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The figures for hides and skins show a satisfactory increase and the trade will expand in consequence of the attention being directed to it by the Veterinary Department. Grain shows an increase notwithstanding the fact that it was necessary at various ports to curtail exports owing to local demands. Chillies show a large increase in quantity, but the price obtained for the crop in the Bukoba area was much lower than in the previous year. Ghee shows a decided improvement which will be continued as a consequence of the activities of the Veterinary Department.

The following tables give comparative figures of the export of gold, mica and ivory during the years 1923 and 1924. The increased export of gold is largely due to alluvial mining in the Rungwe District :—

	1923.		1924.	
	Quantity.	*Value.*	*Quantity.*	*Value.*
		£		£
Gold (ozs.) ..	1,320	5,937	7,577	30,349
Mica (tons) ..	32	19,172	57	27,638

	1923.		1924.	
	Quantity.	*Value.*	*Quantity.*	*Value.*
Ivory—	cwts.	£	cwts.	£
Domestic ..	686	51,393	743	66,643
Transit	762	47,109	794	53,758
Total ..	1,448	98,502	1,537	120,401

AGRICULTURE.

93. Final statistics in respect of the year 1924, other than export figures, are not yet available : next year it will probably be possible to supply fuller information though it is unlikely that complete figures will be available at the time when the Annual Report on the Territory must necessarily be prepared. That the general position is extremely satisfactory is clearly shown by the comparative table of the principal domestic exports included in the section of this report dealing with trade : the position in 1924 as compared with 1913 is even more gratifying and has been dealt with in paragraph 18 of this report, more particularly from the point of view of the increased share of the native population in the export trade as compared with pre-war days.

The following notes, taken mostly from annual reports of Senior Commissioners and administrative officers, afford a general idea of the position in the various districts during 1924.

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Arusha.—Considerable increase in the planted areas of coffee has taken place Cotton has been planted by Europeans and Indians.

Bagamoyo.—Over 34 tons of cotton seed were distributed and the cotton production was more than quadrupled as compared with the previous year. The total cotton crop sold in the district was 417 tons ; over 50 per cent. being of the first grade. Efforts were made to induce the natives to use ploughs.

Bukoba.—Owing to the fall in prices and the labour entailed in picking the growing of chillies is becoming unpopular. Groundnuts have ceased to be an important crop, only 177 tons being exported during the year. There was some shortage of foodstuffs due mainly to the fact that women only have worked on the land and their energies have been directed by the men to the cultivation of coffee at the expense of the usual ground crops. The main product was coffee, the export for 1924 being 3,535 tons, as compared with 2,562 tons in 1923. About 20 per cent. of the coffee is of the " Guatemala " (Arabian) variety, no longer planted by the natives, the remainder being the Robusta or Bukoba native variety. Cotton has not yet proved successful in this district.

Dar-es-Salaam.—Cotton has been fairly successful during the year, and in some parts growers have made very good profits ; elsewhere in the district the crop was a failure, and heavy losses were sustained. The distribution of cotton seed for next year's crop for the first time shows a decrease, but cotton will be replaced by much needed foodstuffs. Simsim and groundnuts do not succeed in this district, but grains do fairly well as a rule.

Dodoma.—During the year, 2,695 tons of groundnuts, including produce of Kondoa Irangi, were exported. But for the failure of the rains at least 5,000 tons would have been produced. Generally the largest export is grain, but its sale on the markets was prohibited owing to the shortage of foodstuffs due to the lack of rain.

Iringa.—Owing to lack of transport facilities native foodstuffs constitute the main production of this district. The natives are showing a disposition to grow wheat. Groundnuts are grown, but cannot be exported owing to the heavy cost of transport. At the request of the natives experiments are being made to prove the suitability of the district for cotton growing.

Kigoma.—A steady increase has taken place in the cultivation of simsim and rice. Groundnuts are grown but the export is small. Enquiries are being made as to the crops most suitable for this district and an endeavour is being made to introduce soya beans.

Kilwa.—The cotton crop did not come up to expectations owing to the failure of rain in the early part of the year. There was a slight shortage of foodstuffs and it was necessary to control export. Considerable quantities of simsim and rice were grown.

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Kondoa Irangi.—The principal food crop grown is mtama, and a considerable surplus is exported. Groundnuts were first grown in 1922, since when the area planted has increased regularly and rapidly. In the Mkalama sub-district it is estimated that the natives have under cultivation for the 1925 crop 100 per cent. more ground than was used in 1924.

Lindi.—Although the cotton crop established a record it was not so heavy as was anticipated. Groundnuts and simsim did well. The mtama crop was below the average, but for the first time about 500 tons were exported to Europe to be made into biscuits. The export of sisal increased considerably. Other crops grown are maize, cassava, and rice.

Mahenge.—Cotton production increased from 61,200 lb. in 1923 to 164,200 lb. in 1924. The natives are showing increased interest in cotton growing, and it is hoped that production will be much greater next year.

Morogoro.—Two hundred and eight tons of Uganda cotton seed were issued to natives early in the year. There were about seventy-five non-native growers of cotton in the district, mostly Greeks and Indians. The cotton crop was extremely satisfactory. Large areas of sisal were planted up and the export increased over 300 per cent. There was a slight decrease in the export of rice due to consumption by plantation labour. Simsim remained much the same. The district exports considerable quantities of fruit, vegetables, onions and potatoes.

Moshi.—There was a still further increase in production from native sources. The cotton output was more than doubled, being 98½ tons in 1924 against 40 tons in 1923. The total number of coffee trees tended by natives on the mountain side amounts to 700,000 as compared with 500,000 in 1923. There are estimated to be rather more than 140,000 bearing trees at the end of the year under review. Maize is being increasingly grown by European planters. The rains were short during the year and drought was experienced in certain areas, causing a food shortage which necessitated the prohibition for some months of the export of maize.

Mwanza.—The groundnut crop for 1924 would probably have established a record but for unfavourable climatic conditions. Although the export of cotton in 1924 was the best on record, the crop was a comparative failure as many plantings were destroyed in consequence of long drought after the early rains, and the short duration of the heavy rains. The rice crop was very satisfactory. The adverse season was responsible for a reduction in the export of simsim, which otherwise would have increased considerably.

Pangani.—European agriculture in this district is confined to sisal, the output being much increased in 1924. There are thirteen flourishing sisal estates in the district. Next year a

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certain amount of cotton in addition to sisal will be planted by the estate managers. Of the native-grown crops the chief is still copra, but in 1925 cotton will take first place. There was an increase of 283 tons in the export of copra. The introduction and fostering of cotton as a native grown crop was the agricultural feature of the year. Work began in December, 1923, when the registration of those natives who expressed themselves willing to plant cotton commenced. Between December, 1923, and March, 1924, over 2,000 names were registered; for 1925 the number of native growers registered is 7,402.

Rufiji.—Seed mealies, beans, and pigeon pea have been distributed in the hope that a better strain will result next year. Enforcement of the coconut disease regulations has made a great difference in the plantations on the coast and the benefit will be felt in the next crop. Cotton seed has been supplied free to the natives and every effort has been made to get the cultivator to produce cotton. 40 per cent. of the cotton yield expected was lost through the drought early in the year.

Rungwe.—Native foodstuffs are the main production, but cotton is being introduced experimentally. In certain parts of the district wheat is grown extensively. A few Europeans grow coffee. Improved communications are necessary before this district will be able to contribute much towards the export trade.

Songea.—Native foodstuffs and grains are the main crops produced. Groundnuts, simsim, and tobacco are also grown. Exports are negligible and cannot be expanded without improved communications. Experiments with cotton are being made.

Tabora.—Groundnuts are the chief article of export. Figures of the total output for the district cannot be given as much of the crop is exported *via* Mwanza, but there was a very large increase in production. The cotton crop did not come up to expectations owing to shortage of rain at a critical period: the total output was approximately 500,000 lb. seed cotton, of which 450,000 lb. came from Shinyanga. Two hundred and twenty-five tons of cotton seed will be planted next year by the Shinyanga natives as against 50 tons in 1924.

Tanga.—Except a small quantity of copra and rice the natives do not contribute any produce for export: it is probable, however, that they will produce a certain amount of cotton in 1925. Considerable quantities of sisal and coffee are produced by non-native planters.

Ufipa.—Foodstuff crops were not good and at one period it was necessary to prohibit export from the Namanyere sub-district. The growing of wheat will probably be extended.

Usambara.—The chief crops grown by non-natives are sisal, coffee, and cotton. There was a satisfactory increase in sisal and further development has been pursued energetically. The total

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acreage under mature sisal is estimated at 8,500 acres, while 4,300 acres have been planted since 1921. The total acreage under coffee is estimated at 2,200 acres, while about 1,650 acres were planted with cotton. Particular efforts were made to encourage the natives to grow crops such as maize, rice, potatoes, and millet owing to the demand for foodstuffs for labour introduced from outside districts : not only was the local demand met but there were considerable increases in the export of rice, maize, and potatoes.

Cotton.

The policy of the Government is to encourage the production of cotton of the best quality where it can be successfully grown without endangering the cultivation of native foodstuffs, and in localities where facilities are available for the disposal of the crop under proper safeguards. Administrative and agricultural officers are fully aware of this policy and of the need for an economic value of cotton as well of its value to the natives as the most profitable cash crop. Instructions have been issued on the subject of the protection of cotton against insect pests. These instructions are intended to discourage late plantings and to ensure that uprooting and burning shall be carried out thoroughly and by the prescribed dates. Administrative officers have been instructed to impress upon all natives the importance of strict observance of the instructions, and to make clear to them the serious consequences to their own interests which will result from any neglect of proper precautions, especially in view of the presence of the pink bollworm in certain districts.

The following table shows the production of cotton lint by natives in 1922–23 and 1923–24.

Production of Cotton Lint by Natives.

District.	*Lint in lb.*	
	1922–23.	1923–24.
Morogoro	98,666	448,965
Mwanza (including Shinyanga)	714,366	1,753,117
Rufiji	245,042	238,579
Lindi	54,432	248,469
Bagamoyo	56,858	50,319
Kilwa	39,796	124,905
Moshi	7,421	33,891
Dar-es-Salaam	379	29,601
Pangani	4,950	1,639
Mahenge	6,681	7,725
Tanga and Usambara	508	3,500
Total ..	1,229,099	2,940,710

Percentage of total production of the Territory :
1922–23, 42·8 ; 1923–24, 64·3.

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The 1924–25 cotton crop is estimated at 6,800,000 lb., native production being about 75 per cent. The increasing interest taken by the natives in cotton growing is indicated by the fact that the Shinyanga natives, who took 50 tons of seed for the 1924 crop, have taken 225 tons for 1925. The amount of cotton seed taken for 1925 by the districts of Lindi and Mwanza shows a considerable increase on previous years.

Empire Cotton Growing Corporation.

During 1924 the Empire Cotton Growing Corporation decided to suspend their activities and experiments in connection with cotton cultivation in the Territory and to withdraw their officers.

Coffee Growing in Kilimanjaro Area.

In order to ensure the success of native coffee growing in the Kilimanjaro area and to safeguard both native and European plantations against disease, an experienced European coffee grower has been engaged temporarily who will supervise native coffee growing and advise European planters. He will be replaced when possible by a District Agricultural Officer with the necessary qualifications. An interesting development of native coffee growing in this area was the establishment of a Native Planters' Association. At present funds are being provided by the native coffee planters at the rate of Shillings 1 per head. The general system is that one or two natives are appointed by each area to represent the coffee planters in that particular district. They keep books showing the details of each plantation, inspect plantations, and report diseased or dirty coffee plantations to the coffee officer. In time it is hoped to expand the activities of the Association to include such other native crops as seem to require a similar form of control or organisation.

Ploughing Schools.

There are three ploughing schools in the Tabora District, two at Shinyanga and one at Nzega, and one in the Mwanza District. One hundred ploughs have been issued at Shinyanga, seventeen at Nzega, and thirty at Mwanza. The ploughs have been sold on credit and are to be paid for within two years.

Imperial Bureau of Mycology.

The work of this Bureau is of great value in combating crop diseases. In order to assist in placing the Bureau on a secure and permanent basis the Government of the Territory has agreed to contribute £100 annually towards its expenses.

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VETERINARY.

Rinderpest.

94. This disease is still very much in evidence, and its control absorbs most of the time and attention of the Field Staff of the Veterinary Department. The close of the year, however, showed gratifying results. The districts of Singida, Mkalama, and Dar-es-Salaam, were completely free from the disease. Tabora and Kondoa Irangi had each only one small outbreak remaining, and Arusha and Shinyanga showed marked improvement. Bukoba district, which had been free for the greater portion of the year, had six outbreaks to be dealt with, but the position was well in hand at the end of the year. The districts of Mwanza and Musoma for the whole period under review figured as rinderpest centres, and at the close of the year six and five outbreaks respectively were still in existence. The methods adopted in suppressing the disease were strict quarantine measures and the judicious use of anti-rinderpest serum. The usual difficulties in preventing the spread of the disease were experienced, viz., the scarcity of grazing and water in the dry season, the apathy of the natives in some districts in reporting outbreaks promptly, and the illicit movements of stock which are attempted. The latter two factors have become less serious since the institution of an intelligence system of native veterinary guards.

Contagious Bovine Pleuro-pneumonia.

At the end of 1924 the number of cattle in quarantine for this disease was 170,000, almost equally divided between two main quarantine areas. The total mortality for 18 outbreaks of this disease was 3,628 head of cattle. Inoculations with natural lymph and lymph and glycerine were carried out on a small scale. The question of inoculations is being carefully studied, and it is proposed to practice it more extensively in future. Other cattle diseases call for no particular comment.

The Mpapua Laboratory.

The production of anti-rinderpest serum was extensively carried on during the year and, in addition to meeting the heavy requirements of the Territory, it was possible to meet demands from Zanzibar and Kenya.

Educational Progress and Native Personnel.

Every effort is made to instruct native stock owners in the best methods to adopt in order to improve their flocks and herds, and to prevent disease. They are urged to castrate all unsuitable male stock and to avoid inbreeding. The correct methods of flaying and preparing hides and skins have been explained to the natives and demonstrations given when possible. The native

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personnel has been augmented and a number of competent and reliable men have been enlisted. In addition to their ordinary training the majority of the native staff receive special instruction at the Pathological Laboratory, and this experience proves invaluable to them in the field.

Ghee Production.

This industry has been a distinct success in the Mwanza District, where European departmental dairy experts are stationed. A number of selected natives have been trained, some of whom are now competent to act as Ghee Instructors. Demonstrations in the best methods of manufacture of this dairy product are given and the disadvantages of the haphazard and careless procedure hitherto practised by the natives pointed out to them. During the year 521½ tins of good ghee were manufactured, which realised 12,872*s*. and, after deducting working expenses, the scheme showed a profit of 2,418*s*. Proposals are afoot for the establishment of ten centres for the purchase of butter and the improved manufacture of ghee. Advances will be made to initiate the scheme and will be recovered within a period of two years from the proceeds of the sale of the ghee. At the end of two years the management of the centres will be handed over to co-operative Native Dairy Societies, which will be formed and conducted with the advice of the Veterinary Department and under the supervision of District Administrative Officers.

Improvement of Skin and Hide Industry.

Propaganda carried out by the Veterinary Department during the past two years has resulted in a marked improvement in the quality of hides and skins. But it has been ascertained that the Indian buyers rarely examine the skins, and purchase by weight without regard to quality. Consequently the natives are discouraged and will presently revert to the former unsatisfactory methods of preparing hides and skins for the market. It is proposed to employ a trained native hide selector who would buy a limited quantity of first-class hides at markets up-country at a rate slightly in advance of the market rate for hides sold by weight: the hides so purchased could readily be sold to exporters. It is hoped that this scheme will speedily secure for the native a better price for skins and hides which have been properly prepared.

FORESTRY.

Forest Reserves.

95. When the Forest Ordinance of 1921 was enacted all areas reserved as forests by the German Government were made forest reserves since it was obvious that it would take years to re-examine each area and to decide as to the necessity of its reservation. Investigation is proceeding gradually, and no land unsuited for

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the permanent production of timber or fuel will be kept as forest reserves. Certain areas in the Mwanza District have been withdrawn from the list of reserves as they contain little but scrub, palms, and rock, and an area in the Morogoro District has been given up to cotton growing.

Cultural Operations and Protection.

Reafforestation by planting and by assisted natural reproduction has been steadily continued. Efforts have been directed mainly to the propagation of Pencil Cedar (*Juniperus procera*) and African Teak (*Chlorophora excelsa*) in the highland forests, and to the regeneration of tannin-bark and pole-producing species in the mangrove swamps of the coast. Artificial regeneration of all these valuable species has now almost entirely emerged from the experimental stages and conforms to systems the efficacy of which, given normal conditions, is practically assured. Fire protection has been extended to the northern slopes of Mount Kilimanjaro, where extensive and valuable forest has been subjected for generations to gradual demolition by fires kindled by Masai nomads in the adjacent grass plains of Kenya Colony.

Surveys and Exploitation.

Marked progress is to be recorded in the more detailed examination of the growing stock in valuable forests of the highlands with the object of ascertaining the quantity, quality, and distribution of the timber species as a preliminary to the formulation of working plans for eventual exploitation, and in order that reliable information may be available for persons interested in forest investments. A working plan has been commenced for the camphor forests comprising the southern forest girdle of Mount Kilimanjaro, the whole of which now forms the subject of a timber concession (approximately 384,000 acres) granted by the Government to Mr. P. Blunt of the New Hornow Sawmills during the year under report.

The New Hornow timber concession of 60,000 acres in the Usambara hills has been subjected by mutual consent to revised conditions embodying a working plan, which provides for a more systematised management of the forest than would have been possible had the original conditions included in the sale of the property been adhered to. This concession and mills are now in the hands of the Tanganyika Forests and Lumber Company, Limited. Although its logging operations were not fully organised by the close of the year, the Company has done energetic and valuable pioneering work in its efforts to bring local timbers to the notice of the trade overseas.

The productive capacity of the forests of the Territory is much greater than any local consumption of timber that can reasonably be foreseen within the next 25 years.

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Forest Squatters.

A feature of forest management during 1924 was the progress made in establishing controlled forest cultivation by natives with the ultimate aim of reafforestation.

Imperial Forestry Institute.

Facilities for the training of forest officers will in future be afforded by the Imperial Forestry Institute, opened at Oxford in October, 1924. The Government of the Territory contributes £350 per annum towards the expenses of the Institute.

LAND AND SURVEYS.

The Land Ordinance.

96. Under the Land Ordinance of 1923, the whole of the lands within the Territory are declared to be public lands, but the validity of any title to land or interest therein lawfully acquired before the date of the Ordinance is not affected thereby. The Ordinance provides for the granting of rights of occupancy for any periods up to 99 years. The maximum area which may be granted under the Ordinance is 5,000 acres. No grant of freehold is to be issued except where this is necessary to give effect to any contract or undertaking by the former German Government. When a non-native desires a right of occupancy in respect of public land, the rent to be charged in the first instance is determined by public auction subject to a reserve or upset rent, the initial rent being revisable at the end of 33 years and again at the end of 66 years. The upset rent varies in different localities, the minimum being 50 cents of a shilling per acre. The occupier has to undertake obligations as to cultivation, fencing, and development according to the use to be made of the land.

Alienation of Land.

It is not intended to alienate any further land for agricultural or pastoral purposes in the district of Tanga, in the districts of Usambara and Pangani north of the Pangani River, in the cultivated areas of Moshi and Arusha districts round Kilimanjaro and Meru, or in that area which is reserved for the use of the Masai tribe. Applications for land for special purposes are dealt with on their merits.

There has been a steady demand for land for agricultural purposes from bona-fide settlers throughout the year. In the vicinity of Kimamba, in the Morogoro District, the area having been proved to possess excellent cotton soil, a large block was demarcated and the lease sold by public auction to planters at the beginning of the year at an upset rental of 2*s*. per acre per annum, and additional plots have been auctioned during the

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year. There is an area of approximately 7,500 acres cleared for cotton cultivation during the coming year, and from the further applications received for land in the Mkata plains for cotton cultivation there is every prospect of this huge area of unpopulated country being opened up in the near future. In the Arusha-Chini area of the Moshi District a block comprising 2,000 acres in 100 acre plots has been laid out on application by prospective cotton planters. Rights of occupancy have also been granted in various other districts for coffee-planting and general farming. The total area granted for agricultural purposes during the year under rights of occupancy was approximately 16,625 acres, distributed as follows :—

District.	Area. Acres.	Gross Rental Per Annum.
	—	—
		Shs.
Morogoro	12,544	22,373·80
Rungwe	1,431	715·50
Dodoma	100	75·00
Arusha	2,500	300·00
Tabora	50	25·00

The total area alienated for agricultural purposes by the present Government is 25,749 acres. Apart from Government and native holdings 1,780,369 acres are held by non-natives for agricultural purposes, the areas held by British subjects and foreigners being as follows :—

	Acres.
British Subjects other than Indians ..	1,118,073
Indians	266,154
Foreigners	396,142

Trading Centres.

The small townships along the Central Railway have justified their establishment as is evidenced by the number of plots taken up during the year. In the nine trading centres 152 plots have been granted by public auction on rights of occupancy for 25 and 33 years at an average rental of 446*s*. per 10,000 square feet.

Ginnery Plots.

Leases of plots have been sold by public auction in various parts of the Territory, the upset price being 20*s*. per acre per annum for a 5-acre plot. The rights of occupancy have been purchased at rentals varying from the upset rental in one case to as much as £1,000 per annum in another.

Registration of Titles.

Sections 5 and 7 of the Land Registry Ordinance, 1923, which provide for the registration of titles in certain circumstances, have been applied to the whole of the Territory and Section 11

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has been applied to the district of Dar-es-Salaam. The provisions of Section 61 (1) of the Ordinance, which require survey before registration, would, as it stands, exclude native titles from registration, even if proved, in probably every instance. As it would not be practicable to demand full survey in such cases, an amendment to Section 61 of the Ordinance will, therefore, shortly be enacted in order to enable claims to be registered without complete survey.

Township Surveys.

The survey of the principal townships has been steadily carried out and plots for trading and residential purposes demarcated. In addition, areas for commercial and residential purposes, open spaces, markets, sites for factories and offensive trades, godowns, schools, churches, hospitals, cemeteries, etc., have been reserved in the various townships after approval by the Central Town Planning and Building Committee.

Water Rights.

Under the Land Ordinance all water rights are reserved to the Government. Under the Ordinance to regulate the use of natural sources of water supply, which was enacted in 1923, District Water Boards have been created for the districts of Arusha, Moshi, Usambara, and Tanga, with a Central Advisory Board for the Territory.

MINING.

Gold Reef Mining.

97. A large amount of prospecting and opening up of reefs in several blocks of claims has been carried out during the year in the Mwanza District and many new claims have been pegged. The actual mining and production of gold has been disappointing, chiefly owing to lack of the necessary labour. The output of gold from this area amounts to 241½ oz. as compared with 175½ oz. in 1923. The principal block of claims is about to be taken up by companies, as is also the Kilimafeza Mine, and, with the installation of stamps and machinery when mining leases are granted, the output should be increased during the year 1925.

Sekenke Mine.

This mine has now been reopened and crushing commenced in June. Owing to several difficulties the output has been somewhat restricted, but 743 oz. of gold were produced by the end of the year.

Gold, Alluvial.

The Lupa River goldfields have proved to be rich in gold, and the area from which gold is extracted by the simple process of sluicing is extensive. The number of miners on the area

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increased from 25 at the beginning of the year to 52. The number of claims pegged during the year was 128 and of these 81 have been abandoned. As only one alluvial claim can be held at one time, claims are pegged and the heavy gold extracted, and when it begins to fall off the claim is abandoned and a new one pegged. This accounts for the number of claims pegged and abandoned with only 52 miners on the diggings. The amount of gold exported from this locality during the year was 6,805½ oz. valued for royalty purposes at £27,222.

Tin.

What appears to be a very valuable discovery of tin (cassiterite) has been made in the Bukoba District and is being extensively prospected under a sole prospecting licence. A shipment of 20 tons for assay purposes has been made, this amount having been obtained during two months' work in one area.

Salt.

The total amount of salt produced during the year was 4,556 tons, valued at £20,408. Apart from the Nyanza Salt Works in the Kigoma District, which are under the management of the Railway Department, a fair quantity of salt has been produced in the Dar-es-Salaam District from saline springs and sea water.

Mica.

The mining of this mineral has continued during the year and many new claims have been pegged and opened up. The amount exported was 55 tons, valued for provisional royalty at £33,000, but the total value will be in excess of the valuation. Most of this mica was produced from the Morogoro and Ufipa districts. The output from Usambara has fallen off to only 2½ tons for the year.

Geological Map and Geological Survey.

A geological map of the Territory is in course of preparation, as part of a scheme brought forward at the International Geological Congress at Brussels in August, 1923. The preparation of the map, with the exception of the Bukoba area, has been entrusted to Dr. E. O. Teale, of the Gold Coast Geological Survey, whose services were lent to this Territory for a short period in 1921; the Bukoba area will be dealt with by a member of the geological staff of the Uganda Protectorate. In view of the immense benefit likely to result from the discovery of coal or valuable mineral deposits, consideration is being given to proposals for the creation of a geological staff to revive the survey discontinued in 1922 on financial grounds.

MANUFACTURES.

98. There are no manufactures proper in the Territory.

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EX-ENEMY PROPERTY.

99. The disposal and liquidation of ex-enemy property has proceeded steadily. In a few cases purchasers of estates have obviously under-estimated the capital which would be required for development purposes and are consequently having some difficulty in meeting their obligations to the Custodian. So far, however, it has been necessary to resume possession of only three minor estates.

The total area of estates scheduled for sale up to the end of the year was 1,751 square miles. Only 102 lots remain unsold : of these 46 are building plots on the outskirts of Tanga township, for which there appears to be little demand, and the remainder are properties of small importance practically all situated south of the Central Railway. The amount realised by the sale of properties up to the end of 1924 was £1,221,495.

Up to the end of the year 835 estates had been scheduled for liquidation and all had been dealt with. Altogether a sum of nearly £250,000 has been disbursed in payment of claims, approximately £28,864 having been paid out during 1924. Various amounts totalling £14,438 were remitted to Germany during the year in respect of eleemosynary payments to the former owners of assets in the Territory who were in necessitous circumstances.

BANKS.

100. Banking interests are represented by the Standard Bank of South Africa, Limited, which act as bankers to the Government, and has branches at Dar-es-Salaam, Tanga, Tabora, Mwanza, Bukoba, Moshi, and Lindi, the National Bank of India, Limited, and the National Bank of South Africa, Limited, both with branches at Dar-es-Salaam and Tanga, and the Banque du Congo Belge, with branches at Dar-es-Salaam and Kigoma.

There is no Savings Bank in the Territory at present, but the desirability of establishing such a bank with branches at all Post Offices is being investigated.

LEGISLATION.

Ordinances Enacted During the Year.

101. The more important Ordinances enacted during the year were :—

The Weights and Measures Ordinance.
The War Graves Ordinance.
The Profits Tax Ordinance.
The Trades Licensing Ordinance.
The Customs Tariff (Amendment) Ordinance.
The Copyright Ordinance.
The Immigration Ordinance.
The Native Foodstuffs Ordinance.

All the above Ordinances are referred to in other paragraphs of the Report.

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EDUCATION.

General Policy.

102. Instruction in hygiene, agriculture, and industries is given so far as is possible in the 74 Government Schools established in various parts of the Territory and the desirability of increasing the scope of such instruction, both in Government and in Mission Schools, is thoroughly realised ; active co-operation and assistance is given by the Medical and Agricultural Departments. At the present stage the preparation of suitable literature is probably the most urgent need and steps are being taken to supply it.

The education of women represents a problem of considerable difficulty and complexity and is receiving the serious consideration of the Government. More staff and more funds are required : literature must be prepared : the best methods of imparting instruction and the best age at which such instruction can be imparted must be decided.

Experiments are being tried on the principles of the Boy Scout movement, which afford promising possibilities for the moral instruction of children without definite religious convictions.

The policy of the Government has hitherto been to refrain from any system of grants-in-aid of mission or other non-Government schools, mainly on the ground that the duty of the Government is to take upon itself the task of educating the native inhabitants. It is hoped that it will be found possible to make a substantial increase in 1925 in the staff of the Education Department.

Advisory Committee on Native Education.

103. Towards the end of 1923 the Secretary of State appointed a Standing Committee, under the Chairmanship of the Parliamentary Under Secretary of State for the Colonies, to advise on matters connected with native education in Tropical Africa. The Committee includes a paid member who acts as Secretary ; he will visit the Tropical African Dependencies as occasion arises, in order to be in a position to furnish the Committee with first-hand information regarding conditions in Africa and to keep in touch with the local educational authorities. Major Vischer, the present Secretary, accompanied the Phelps-Stokes Commission on Native Education in an independent capacity when it visited Tanganyika Territory in April, 1924.

Phelps-Stokes Education Commission to East Africa.

104. The Trustees of the Phelps-Stokes Fund, of New York, appointed a Commission to proceed to East Africa during 1924, with a view to making an educational survey of conditions among the natives of East Africa. The Commission was under the Chairmanship of Dr. Jesse Jones, Educational Director of the Phelps-Stokes Fund, and the personnel included Dr. Aggrey, a native of the Gold Coast.

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Staff.

105. An important point of progress during the year has been the provision of funds for a larger teaching staff, both European and native. The personnel of the European staff has been increased from five to fourteen by the appointment of a Deputy Director of Education, five Assistant Masters, two Industrial Instructors, and a European clerk; unfortunately none of these officers, excepting the Deputy Director, arrived in the Territory by the end of the year, so that the advantage of this additional staff has not yet made itself felt. In spite of many difficulties the number of Government schools increased during the year from 65 to 74, and the native teaching staff increased in proportion. Owing to the shortage of European staff the number of inspections carried out was fewer than usual, but with the increased staff now provided for it is hoped that it will be possible to give this very important branch of the work of the Education Department the attention it deserves.

School Buildings.

106. Financial provision exists for the building of six new Government schools of a permanent type and two of these have been completed. Some necessary additions have been made to the school workshops in Dar-es-Salaam and Tanga, where the expansion in industrial work owing to the increased number of apprentices has been pronounced. Electric light was installed in the permanent school buildings at Dar-es-Salaam so that the classrooms might be used for night school work. Four new village schools were built by native Chiefs and three by the Government.

Central Schools.

107. There are Central Schools at Dar-es-Salaam, Tanga, Bukoba, and Tabora; the last-named, where special attention is to be paid to the education of the sons of Chiefs, was not opened till the end of the year. Boys of outstanding ability and promise are drafted from the village elementary schools to the Central Schools where a more advanced training is given in literary and practical subjects, special attention being devoted to instruction in improved methods of agriculture. The curriculum at all central schools includes a knowledge of English, mathematics, hygiene, and such subjects as will eventually fit the native to compete for clerical posts in an African Civil Service. It had been intended to build a large Central School and native teachers training centre at Morogoro, but it was eventually decided that Mpapua, a station further inland in the Dodoma District, would be a more satisfactory place both from the educational and health standpoints. A beginning has been made by clearing the ground for the laying-out of the proposed new buildings, and it is hoped to transfer the present teachers' training centre from Dar-es-Salaam to the new buildings at Mpapua in the coming year.

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Elementary Schools.

108. Owing to the insufficient supply of trained native teachers and the fact that the small European staff did not permit adequate supervision it has not been possible to open the number of new schools which Administrative Officers and native Chiefs asked for. Village elementary schools are nearly all situated in positions where population is most dense with a view to creating as wide a sphere of influence as possible. Preference of entry is always given to the sons of local Chiefs and village Headmen. The native teaching staff has undergone careful reorganisation in the areas of Bukoba and Tanga, which are both under the supervision of European headmasters. During the school holidays the native teachers from these rural schools are called into the central schools for a period of training, including medical and agricultural work. All teaching in these schools is through the medium of Ki-swahili.

Industrial Education.

109. With the appointment of two European Industrial Instructors the progress in all industries will become rapid, for the African displays an unquestionable ability for acquiring knowledge of industrial work in an incredibly short time. School boys are apprenticed for a period of not less than three years to a particular trade. At Dar-es-Salaam there are 67 apprentices and in Tanga 76; they include carpenters, tailors, boot-makers, blacksmiths, masons, printers, and weavers. In addition a number of ex-school boys have been apprenticed to the railway workshops and to the Post and Telegraphs Department.

Hygiene and Medical attention.

110. In all schools where European inspection has been possible a marked improvement in the general physique of the children is observable as a result of improved discipline, organised drill, and games. The Dar-es-Salaam and Tanga Central Schools possess well equipped dispensaries which are under the daily supervision of the local Medical Officers. An arrangement exists at Dar-es-Salaam whereby pupil teachers, and teachers undergoing courses of instruction, receive practical training at the native hospital in the treatment of wounds and other ailments. The publication of a Ki-Swahili text book on hygiene by the Director of Education has proved of invaluable assistance in health propaganda work.

European and Indian Education.

111. There are no Government Schools for European or Indian children, but the Government makes an annual grant of £450 to the Dutch Education Committee of Arusha where there are three schools for the children of the local Dutch-speaking settlers. The total number of children, boys and girls, attending these

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schools is 113. The Indian communities maintain schools at all the large towns in the Territory and as a rule charge school fees ranging from 3*s*. to 7*s*. per mensem. Both boys and girls are admitted to these schools.

Mission Schools.

112. The majority of missionary societies working in the Territory have increased the number of their schools; their European staff has also been increased. All societies deplore the serious lack of trained native teachers; in the south-western area better trained native teachers are being brought over from the Nyasaland missions, and the Universities Mission to Central Africa have recently completed a large training centre not far from Dar-es-Salaam to accommodate up to 400 pupil teachers.

It is acknowledged that attendance at missionary schools is very irregular and unsatisfactory but in schools where trades are taught or where a more advanced type of education, including English, is given, the attendance is noticeably better. The excellent technical schools of the Moravian and Lutheran Societies which were dismantled during the war are now being re-equipped.

Koranic Schools.

113. There are over 700 native Koranic schools in the Territory with an average attendance of approximately 8,000 children. Eighty per cent. of these schools are in the coastal districts. The educational value of these schools is very slight as pupils are rarely taught anything except the repetition of passages from the Koran and comparatively few ever learn to read and write in Arabic.

Night Schools.

114. A feature of considerable interest is the recent demand that has arisen for night schools which at the request of government native employees have now been opened at Dar-es-Salaam, Tanga, and Bagamoyo. In several districts night classes are held for the men of the King's African Rifles and the Police Force.

Expenditure on Education Services.

115. The following table of expenditure indicates the increasing attention that is being given to education :—

1920–21.	1921–22.	1922–23.	1923–24.	1924–25.
£3,106.	£8,058.	£9,359.	£13,156.	£18,851.

The amount proposed to be spent in 1925–26 is £32,000.

Native Newspaper.

116. " Mambo Leo," the Government Swahili monthly paper, commenced its third year of publication on 1st January, 1925, and continues its successful career, the latest circulation figure being 8,500. It is read by literate Africans to the illiterate and its appeal is not by any means confined to actual subscribers. Among the

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regular contents are pictures of local and general interest, articles on agriculture, trade, etc., translations of stories of travel and adventure, tribal history, district news, competitions, poems, and a correspondence section. Two-thirds of the contents of the paper are contributions by African readers. Advertisements are accepted and the publication affords an unrivalled opportunity of reaching all classes of natives in the Territory.

CLIMATE.

Climatic Zones.

117. The climate of the Territory varies greatly according to the height above sea-level of the several districts. Roughly, four climatic zones can be distinguished, though even among these there are considerable local variations :—

(i) *The warm and rather damp coast region with its adjoining hinterland.*—Here, conditions are tropical, though not unpleasant except just before and during the rainy seasons when the heat is trying and the atmosphere humid. The average yearly temperature is 78 deg.

(ii) *The hot and moderately dry zone between the coast and the central plateau* (300 *ft.*—2,000 *ft.*).—This zone is characterised by low humidity of atmosphere, less rain, and a temperature rather lower but with greater daily and yearly variations.

(iii) *The hot and dry zone of the central plateau between* 2,000 *ft. and* 4,000 *ft. in height.*—The climate of this zone differs greatly in parts, but its prevailing characteristics are low humidity, little rainfall (at Tabora an annual average of 32 in.), a fairly high mean temperature, with great daily and yearly variations, sometimes exceeding 36 deg. Fahr. daily. The heat is dry, but not so trying to the European as the moist and steamy warmth of the coast, while the nights are invariably cool.

(iv) *The semi-temperate regions around the slopes of Kilimanjaro and Meru, of the Usambara highlands, the Ufipa Plateau, and the mountainous areas of the south-western area* (5,000 *ft.*—10,000 *ft.*).—Frosts occur at the higher altitudes and the nights are cold. These districts enjoy a bracing climate and alone can be considered healthy for Europeans, but prolonged residence in these altitudes is apt to produce nervous strain even though physical fitness is maintained.

There are two well-defined rainy seasons annually. Generally speaking, the long rains begin in February or March, and last for two or three months, while the short rainy season extends from October to November, but the rainfall is low for a tropical country, and droughts are not infrequent.

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RAILWAYS AND HARBOURS.

Development Schemes.

118. During the year capital expenditure was sanctioned on the following works, funds being provided, as required, by loans from the Imperial Exchequer on terms of repayment to be decided later.

Railway from Tabora to Kahama.—In a northerly direction for about eighty miles, to be a feeder line to the Central Railway. The question of a further extension to Shinyanga is under consideration and it has been recommended that its construction should be given priority over all other works of utility not already sanctioned.

Lindi Light Railway.—Extension to the port of Lindi and reconditioning as far as Ndanda.

Kigoma.—Improvements to the wharf and the construction of a slipway.

Dar-es-Salaam Harbour.—Extensions and improvements to wharf and plant, including cranes for the wharf with the object of providing additional berths for lighters and accelerating the discharge of cargo.

Temporary Jetty and Cranes.—To cope with the congestion of merchandise at the Dar-es-Salaam wharves, a temporary jetty was constructed and two additional cranes were obtained and erected to enable cargo to be handled pending completion of the harbour improvement scheme.

Railway Rolling Stock.—In order to cope with rapidly increasing railway traffic on the Central Railway, and to provide rolling stock for the Tabora-Kahama extension, an order for sixty wagons was placed towards the end of the year. Thirty-five miles of permanent way were also ordered.

Railway Extension to Arusha.—The planting and commercial communities of Arusha urged that the Moshi-Sanya River Railway should be extended to Arusha. The question whether such a railway should be constructed is dependent to a large extent on whether it would prove remunerative. An economic survey is therefore being made of the area which would be affected by the suggested extension. Apart from the area of suitable land and the quantity of crops likely to be grown, it is essential to determine the amount of labour available to work the land and produce the crops.

The Tanganyika Railway System.—The Tanganyika Railway system consists of the following :—

(i) The Central Railway, which is the main trunk line, 772½ miles long, connecting Dar-es-Salaam with Kigoma on Lake Tanganyika.

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(ii) The Tanga Railway, 219 miles long, which runs between the Port of Tanga and Moshi.

(iii) The Lindi Tramway, a narrow gauge line, running between Mingoyo (near Lindi) to Ndanda, 57 miles.

An extension of the Tanga line for 21 miles, from Moshi to the Sanya River, on the borders of the Arusha district, was completed during the year.

Lindi Tramway.—The Lindi Tramway, which had been closed down as unremunerative, was reopened for traffic on 1st July, in order to facilitate the transport of produce from up-country. Traffic was dealt with by man-handled trollies, in accordance with a suggestion made by the Senior Commissioner, Lindi; the experiment proved successful, and it is proposed to continue the system next year in order to give the Railway Administration a free hand to proceed with the work of reconditioning and construction.

Tariff and Traffic.

119. The new tariff, which came into operation on 1st January, 1924, has proved very satisfactory. By its favourable rates it has made the Tanganyika route possible for the eastern Congo traffic and an attractive competitive one with Beira for the Katanga District. During 1924, the Central Railway transported 7,907 tons of copper from the Katanga mines and it is probable that the figure will be more than trebled in 1925. In addition to copper, 1,324 tons of cassiterite were transported. The long haul traffic essential to the Central Railway has been secured.

Employment and Training of African Artizans.

120. During the year a form of indenture for African apprentices was approved. There are now boys of ages between 14 and 17 under tuition, besides a large number of older boys whose ages did not allow of their being indentured. The instructional staff has been augmented. Progress, though slow, is on satisfactory lines.

On 1st January, 1924, 381 Asiatic and 659 African artizans were employed; the corresponding figures for the previous year were 398 and 637.

SHIPPING.

Shipping Services.

121. The following ocean-going steamship lines call regularly at the principal ports :—

British India Steamship Company, Limited.
Union-Castle Mail Steamship Company, Limited.
Messageries Maritimes.
Clan Ellerman Harrison Line.
Holland East Africa Line.
Deutsche Ost-Africa Linie.
Italia Società di Navigazione.

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Coastal services between the various ports in this and adjoining territories are maintained by the Zanzibar Government steamers and the British India Steam Navigation Company. A tug and lighter service has been established on the coast by the African Wharfage Company and has proved a great convenience. A large proportion of the coastal trade is carried on by dhows.

Services on Lakes Victoria and Tanganyika.

The ports of Mwanza and Bukoba, on Lake Victoria, are regularly visited by the service of the Uganda Railway Marine, which, during the produce season, is augmented by tugs and lighters.

The ss. "Mwanza," owned by the Government, maintains a service on Lake Tanganyika and the ss. "Goetzen" will be employed on the lake when she has been reconditioned. At present the steamers of the Grands Lacs Company continue to carry the bulk of the trade on Lake Tanganyika.

Tonnage.

The number of ocean-going steamers other than coastal which entered and cleared at the coast ports of the Territory during 1924, is given below :—

Nationality.	*Number.*	*Tonnage.*
British	204	758,922
French	76	284,402
Dutch	75	301,044
Italian	28	68,906
German	16	74,562

New Vessel to replace the Government ss. "Lord Milner."

A vessel is essential for the purpose of visiting and repairing the lights and buoys on the coast and it is proposed therefore to purchase a new ship in the near future to replace the ss. "Lord Milner," which is unseaworthy and has been laid up for a considerable period. Until a new ship has been obtained to replace the ss. "Lord Milner," it is necessary to arrange with the Zanzibar Government for the hire of a vessel from time to time to carry out essential buoy and lighthouse work.

Salvage of ss. "Goetzen."

The salvage of the ss. "Goetzen" was completed on 16th March. The vessel is now being reconditioned at an estimated cost of £20,000. The cost of running the vessel is estimated at £6,400 per annum. Although the vessel will probably be run at a loss for a year or two, it is anticipated that the opening up of the area bordering the south-eastern shores of Lake Tanganyika and the increased traffic accruing to the Central Railway will more than compensate the Government for any loss incurred.

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ROADS.

Dodoma-Iringa Road.

122. The construction of the new road from Dodoma to Iringa is proceeding and has reached the Ruaha River. The construction of a bridge over the river will be a costly work, for which funds are not at present available, but will eventually be necessary if full use is to be made of the new route. For the present a pontoon ferry will suffice.

Tabora-Mwanza Road.

The necessity for this road was in some doubt when the construction of a railway from Tabora to Kahama was decided on and work was postponed, but it is now considered that both railway and road are required. The survey of the road and of other roads in the Tabora and Mwanza districts, which will act as feeders to the new railway line and improve communication with the lake ports has been commenced.

Maintenance Work.

Improvements to roads and bridges were carried out on all the important trunk roads. Heavy damage was again caused by floods on the Moshi-Arusha Road. The construction of permanent bridges was proceeded with. New bridges were constructed on the Iringa-Tukuyu, Korogwe, Kilosa and other roads.

POSTS AND TELEGRAPHS.

Postal.

123. There was a marked increase in the volume of all classes of postal work. Internal correspondence exceeded that of the previous year by 25 per cent., while external correspondence forwarded and received showed increases of 12 and 15 per cent. respectively. Parcel post business with other countries increased by 20 per cent. inwards and 1½ per cent. outwards. During the year arrangements were made for the exchange of parcels with India, Egypt, and Portuguese East Africa.

Telegraphs.

124. Telegraph traffic increased in volume by 20 per cent. and net telegraph revenue by 17 per cent. The telegraph system, which comprises approximately 3,300 miles of route and 5,600 miles of wire, is connected with the land lines of Kenya, Uganda, Nyasaland, and Northern Rhodesia. The Eastern and South African Telegraph Company has an office in Dar-es-Salaam and communication by cable is possible with all parts of the world. The Belgian Government maintains a wireless station at Kigoma for communication with the Belgian Congo. During the year the rates for press telegrams, accepted at telegraph offices in the Territory for delivery in the Territory or in Kenya Colony, were revised. A letter telegram service at quarter rates with a minimum of twenty words has been instituted for telegrams despatched to the majority of British Colonies and to the United States. Previously this arrangement applied to Great Britain and Ireland

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only. In connection with this service telegrams in plain language and in English or French only are accepted at all up-country telegraph offices at reduced rates.

Personnel.

125. The establishment of the department consisted of 73 Europeans, 47 Asiatics, and 664 Africans. The number of Africans employed on postal and clerical duties exclusive of telegraphists and telephonists increased from 20 in 1923 to 28 in 1924. The standard of ability has improved generally. Five youths are in training in the Electrical Mechanician's workshop, and are well reported on. The whole of the telegraph and telephone operating in the Territory is performed by Africans under European supervision.

AERODROMES.

126. There are aerodromes at Mwanza and Tabora, but no aeroplanes were flown in the Territory. It is believed that an aeroplane could land at the Mwanza aerodrome in its present condition, but to ensure safety some minor work would probably be necessary. Any work required could be carried out in ten days. The aerodrome at Tabora is classed only as a " landing ground," and there is no accommodation for machines. It could be put into good condition at a nominal cost within a week. Although the surface of the ground is good during the dry months, it becomes sodden during the rains.

PUBLIC WORKS.

127. The programme of works continues to increase with the development of the country, and has necessitated proposals for additional staff for the Public Works Department. The work carried out during 1924 included the erection of new houses at Tanga, Moshi, Songea, Iringa, and other stations, and extensions to the hospitals at Kigoma, Mwanza, Songea, Tanga, and Mikindani. Plans and estimates were prepared for the construction of a Central School and Native Teachers Training Centre at Mpapua, a Central Lunatic Asylum and Leper Gaol at Dodoma, and new hospitals at Dodoma, Moshi and Kilosa. Construction work on the new wharf scheme at Dar-es-Salaam was commenced, while improvements were also made to the existing jetties, and an additional jetty was constructed to deal with the increased traffic pending the completion of the new wharf.

ELECTRICITY.

128. There are four Government-owned electricity generating stations in the Territory situated at Dar-es-Salaam, Dodoma, Tabora, and Kigoma, the three latter being operated by the Railway Department. There is also a privately-owned power station at Tanga. The demand for electrical energy has increased at a rapid rate, particularly in the larger towns, and has necessitated considerable additions to the plant installed. A new large generating unit has been ordered for the Dar-es-Salaam Power Station.

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APPENDIX I.

Questionnaire of Permanent Mandates Commission with brief replies.

I. Slavery.

(*a*) 1. *Q.* What measures are being taken with a view to ensure the suppression of the slave trade ?

A. Slave trading is a punishable offence under Sections 370 and 371 Indian Penal Code.

2. *Q.* What results have been obtained ?

A. The prohibition is completely effective.

(*b*) 1. *Q.* Is slavery recognised legally ?

A. No. The status of slavery was abolished by the Involuntary Servitude (Abolition) Ordinance 1923.

2. *Q.* Does domestic or other slavery still exist ? Give statistics.

A. Slavery no longer exists in any form.

3. *Q.* What are the principal causes of slavery (gambling, drink, etc.) ?

4. *Q.* Is the pledging of a person recognised legally ?

A. No.

5. *Q.* Under what conditions can a slave get his freedom ?

A. *See* reply to question (*b*) 2.

6. *Q.* What measures have been taken, or are being taken, to provide for the emancipation of slaves and to put an end to all slavery, domestic or otherwise ?

A. *See* reply to question (*b*) 1.

7. *Q.* Is there any time-limit fixed for the emancipation of slaves ?

A. Unnecessary : *Vide* reply to (*b*) 1.

Q. If in the affirmative, how long is the period ?

II. Labour.

(*a*) 1. *Q.* Have measures been taken to ensure, in accordance with Part XIII of the Treaty of Versailles, the taking into consideration of conventions or recommendations of International Labour Conference ?

A. The recommendations of the International Labour Conference are hardly suitable to local conditions. Labour is almost exclusively agricultural and there are no industries or manufactures of any importance in the Territory.

2. *Q.* Are these conventions or recommendations being carried into effect ?

A. *See* reply to (*a*) 1.

3. *Q.* By what other provisions is free labour protected ?

A. The Master and Native Servants Ordinance 1923 defines the relations between employer and employed.

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(*b*) 1. *Q.* What are the measures intended to ensure the prohibition of forced labour for purposes other than essential public works and services and what are the effective results of these measures ?

A. The prohibition of such forced labour is accepted as an axiom laid down by the Mandate itself, and no further action appears to be necessary to ensure it. Any case of the forcing of such labour would be an offence punishable under the Indian Penal Code which is applied to the Territory.

2. *Q.* For what public works and services is forced native labour required ?

A. The compulsory recruitment of paid labour for essential public service is permitted by the terms of the Mandate. It is sometimes necessary to require natives to work (for payment) as Government porters, or on the repair and construction of roads, or in order to assist in loading and unloading steamers of the Uganda Marine at the ports on Lake Victoria Nyanza. The requisitioning of paid native labour in order to ensure before the planting season the distribution of Government cotton seed to native cultivators or in order before the rains to clear native produce from the interior to places whence it can be conveyed to its destination by motor, wagon, or dhow, has occasionally taken place in one district but has now been ordered to be discontinued, since it is doubtful whether such work, though manifestly in the interest of the native cultivators, can properly be considered to be essential public service. Administrative Officers have been instructed to furnish annual returns showing the extent to which labour has been requisitioned for essential public works and services and the number and nature of punishments inflicted in this connection. Statistics will be supplied in the next Annual Report.

3. *Q.* Are there any other forms of forced labour, such as labour in lieu of taxation, maintenance of highways, etc. If any in the affirmative, how are these regulated ?

A. Labour in lieu of taxation is only permitted if the native is unable to pay his hut tax in cash and has made no effort to discharge his liability. In these cases, he is required to work for such period as is necessary to earn the amount of his tax at the rate of wages prevailing locally for unskilled labour. The work is invariably performed locally and the native is not required to leave his district.

District roads, apart from metalled or trunk roads which are maintained by the Public Works Department, are kept clean by the natives in accordance with long-established custom. Cleaning is, as a rule, only necessary for a few days after the rainy season. Each village is responsible for the strip of road within its borders and the work is distributed equally among the householders.

(*c*) 1. *Q.* How is the recruiting of labour required by private enterprise organised and regulated ? Does the Administration participate in this recruiting ?

A. The recruiting of labour by private enterprise is regulated by the Master and Native Servants Ordinance 1923.

The Administration does not participate or assist in any way in the recruitment of labour for private enterprise.

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2. *Q.* Does the Administration allow recruiting in the mandated area of labour for another Territory ? If so, under what conditions ?

A. The recruitment of labour for employment outside the Territory is regulated by the Master and Native Servants Ordinance 1923, of which Sections 3 (1), 5, 8, 9 particularly apply. From these Sections it will be seen that labourers may not be recruited for work outside the Territory except with the Governor's consent and on a written contract, the form and conditions of which are laid down in the Schedule to the Ordinance. It is clear that each request to recruit labour for foreign service must be judged on its merits, and that consent would depend not only upon demand within the Territory, but upon the locality and climatic conditions, etc., at the proposed place of employment. For instance, the recruitment of labour from the plains for work at high altitudes or of natives of this Territory for work in the South African mines would not be permitted.

See paragraph 41 of the Report.

3. *Q.* What compulsory and disciplinary measures are authorised with respect to native labour ?

A. Native labourers can only be punished on the order of a competent court for offences which are cognizable in the courts. The jurisdiction and powers of the courts, punishable offences, and penalties relating to labour in particular are set out in Section 29 and the following Sections of the Master and Native Servants Ordinance 1923. No disciplinary or correctional measures are permitted other than those sanctioned by the courts.

4. *Q.* What powers has the Administration for controlling labour contracts in order to ensure their loyal fulfilment both on the part of employer and employed, and what powers does it possess to prevent any abuses in this respect ?

A. Section 4 of the Master and Native Servants Ordinance 1923 requires all written contracts to be attested before a magistrate or an administrative officer, who must read over and explain the contract to the servant. Unless this is done the contract is invalid and unenforceable against the servant. Breach of contract on the part of employer or employee is an offence under the Master and Native Servants Ordinance 1923, and is punishable under Sections 39 and 32 respectively. Contracts for service outside the Territory require the prior sanction of the Governor.

III. Arms Traffic.

1. *Q.* What measures are being adopted to control the traffic in arms and ammunition ?

A. The traffic in the importation of arms and ammunition is strictly controlled by the Arms and Ammunition Ordinance 1922, which gives effect to the provisions of the Convention of St. Germain-en-Laye.

The Ordinance works well, and is satisfactory in every way. To protect their crops against vermin, natives have so far been permitted to retain their muzzle-loading guns which have been in their possession for several years. Under the Arms and Ammunition Ordinance the Governor's consent is required to the possession of a breech-loading weapon by a native. This permission has only been sparingly given to a few trustworthy natives occupying responsible positions.

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2. *Q.* What are the statistics relating to imports of arms and ammunition of different categories ?

   A. Sporting ammunition to the number of 225,000 rounds, and 356 sporting guns and rifles and 145 pistols or revolvers were imported into the Territory during 1924.

   See Paragraph 73 of the Report.

IV. Trade and Manufacture of Alcohol and Drugs.

1. *Q.* What steps are being taken to assure the prohibition of abuses of the liquor traffic ?

   A. Spirits are not used as an article of trade with the natives.

2. *Q.* How is the campaign against alcoholism organised ?

   A. *See* paragraphs 48 and 49 of the Report.

3. *Q.* What are the effects of these measures (statistics relative to the import and to the local manufacture of alcoholic liquors, etc.) ?

   A. Wines and beers to the value of £20,348 and potable spirits to the value of £28,003 were imported into the Territory in 1924. Such liquor is for non-native consumption only.

   The only liquor manufactured locally is native beer the consumption of which at most native ceremonies is demanded by tribal custom. The drinking of palm wine is discouraged and permits to tap trees are not issued.

4. *Q.* What are the countries of origin of alcoholic liquor, other than wine and beer, imported into the Territory ?

   A. The United Kingdom and British Possessions, from which alcoholic liquor, other than wine and beer, to the value of £26,822 was imported. Other countries are France, Germany, Belgium, Holland, Italy and Portugal from which small quantities totalling £1,181 in value were imported.

5. *Q.* What measures have been taken to assure the prohibition or regulation of the importation, production, and consumption of dangerous drugs ?

   A. The complete control of opium and its derivatives is provided for by the Opium Proclamation 1920, which enforces the terms of the Opium Convention of 1912. The preparation and sale of drugs and poisons is governed by the Drugs and Poisons Proclamation 1920. The cultivation of the poppy is prohibited, and all opium, cocaine and other similar preparations imported must be deposited in a Government store, from which delivery can only be obtained on the authority of the Principal Medical Officer. Power is given to Native Chiefs under paragraph 6 (c) of the Native Authority Ordinance 1923 to issue regulations and orders to prohibit or restrict the cultivation, collection, possession or use of plants and herbs of a poisonous, stupefying or other noxious character, and the manufacture, distribution or sale of any derivatives therefrom.

   See paragraphs 51 and 52 of the Report.

V. Liberty of Conscience.

1. *Q.* What measures are being taken to guarantee liberty of conscience and religion ?

   A. There is complete liberty of conscience and religion throughout the Territory, provided, of course, that this is not prejudicial to law and order. Native customs are not subject to interference provided that they are not repugnant to civilised ideals of humanity and morality.

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2. *Q.* What restrictions have been laid down for the maintenance of public order and morality ?

A Sundry legislation provides for the maintenance of public order and morality.

Among the more important Ordinances may be mentioned :—

The Native Authority Ordinance, Peace and Order Ordinance, Witchcraft Ordinance, Young Girls Protection Ordinance, Township Ordinance, Native Liquor Ordinance, Intoxicating Liquor Ordinance, Highways Ordinance.

The Indian Penal Code is applied to the Territory.

3. *Q.* Is there free exercise of religious worship and instruction ?

A. Yes, provided that this is not prejudicial to law and order.

4. *Q.* If not, what restrictions are there to limit such exercise ?

5. *Q.* What are the results of such restrictions ?

VI. Military Clauses.

1. *Q.* Has the Mandatory Power established or maintained fortresses or military or naval bases in the mandated territory ?

A. No.

2. *Q.* What are the forms of native military organization and instruction ?

A. *See* paragraphs 68 and 69 of the Report.

3. *Q.* Are there any police forces, independent of the military, charged with defence of the territory ?

A. *See* paragraph 70 of the Report.

The police force is armed and, in addition to its primary function of dealing with the detection and suppression of crime, is charged with the guarding of public offices and treasuries, the escort of specie and prisoners, etc. Other branches of the force perform the work of water police, criminal investigation, and the supervision of immigration.

Q. What is the respective importance of the two forces and the amount spent on each ?

A. The King's African Rifles is a military force charged with the maintenance of public order, if this is threatened to such an extent as to warrant military intervention. The duties of the police force are enumerated in the preceding paragraph.

For the financial year ending 31st March, 1924, the cost of maintaining the military service was £146,078, and the cost of maintaining the police service, with which is combined the prison service, was £113,116.

4. *Q.* In what respect is the military organization of the mandated territory different from that in force in the neighbouring possessions of the mandatory Power ?

A. The military organization differs from those of neighbouring British Dependencies in that, in accordance with the terms of the Mandate, natives of Tanganyika are not available for service outside the Territory. This principle is enunciated in the King's African Rifles Ordinance 1923.

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VII. Economic Equality.

1. *Q.* What provisions are made to secure economic equality as regards :—

(*a*) Concessions ?

A. Complete equality exists.

(*b*) *Q.* Land tenure ?

A. Complete equality exists except for the prohibition referred to in Question 2 below.

(*c*) *Q.* Mining rights (in particular, prospecting) ?

A. Complete equality exists except for the prohibition referred to in Question 2 below.

(*d*) *Q.* Fiscal régime (direct and indirect taxation) ?

A. Complete equality exists.

(*e*) *Q.* Customs regulations (imports, exports, transit) ?

A. Complete equality exists.

2. *Q.* What are the exceptions, if any, in each category ?

A. Ex-enemy nationals of States which are not members of the League of Nations are not permitted to hold land except on licence from the Governor. "Land" includes any interest, whether legal or equitable, in land, mines and minerals, and mineral oil as defined by the Mineral Oil Mining Ordinance, 1922, but does not include a mortgage. No licence is required in respect of plots of 5 acres or less held on an annual tenancy for the purpose of residence, trade, or business.

VIII. Education.

1. *Q.* What steps are being taken for the elementary education of the natives of the Territory (organization and statistics) ?

A. *See* paragraph 108 of the Report.

2. *Q.* What steps are being taken to provide for higher education of the natives, such as medical, veterinary, and technical ?

A. *See* paragraphs 94, 107, 109, 120, 125 of the Report.

3. *Q.* In what languages is instruction given in the different categories of schools ?

A. In Kiswahili in the elementary, and in English and Kiswahili in the primary schools controlled by Government.

In mission schools instruction is generally given in the vernacular, and seldom in Kiswahili except in the coastal districts.

4. *Q.* Are mission schools compelled to submit to certain conditions, and, if so, what ?

A. No.

IX. Public Health.

1. *Q.* What steps are being taken in the territory to provide for public health, sanitation, and to combat endemic and epidemic diseases ?

A. *See* paragraphs 54 to 66 of the Report.

2. *Q.* What provisions are made for medical assistance ?

A. European medical officers are stationed in all the more important districts, and Indian sub-assistant surgeons or compounders are posted to the smaller stations. Well-equipped hospitals are attached to district headquarters, and free medical attendance is provided for all natives.

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3. *Q.* What is the actual situation as regards prostitution, and what steps are being taken in this matter ?

A. Prostitution is mainly confined to the towns. Among many tribes native custom permits irregular relationships between the sexes, a state of affairs which can only be changed gradually with the advance of civilisation and by patient missionary effort, but prostitution in the ordinary sense of the word is infrequent in country areas. Loitering in the streets of townships for the purpose of prostitution is an offence under Ordinance No. 17 of 1921. Sexual intercourse with girls under the age of twelve years is prohibited by the Young Girls' Protection Ordinance No. 33 of 1921. The Township Rules, 1923, empower Administrative Officers to repatriate to their homes within the Territory any undesirables entering townships. The Immigration Ordinance, No. 16 of 1924, prohibits the immigration of prostitutes or persons interested in the proceeds of prostitution except in the case of natives born or domiciled in the Territory.

X. LAND.

Q. What systems of land tenure and forest law exist ?

How are they legally recognised ?

What lands are considered as belonging to the State, and what are regarded as communally owned ?

A. The lands of the Territory may be classified according to their tenure as follows :—

(*a*) Lands which have been appropriated by written legal process or title to the use of individuals.

(*b*) Lands which by virtue of custom or long prescriptive possession have been constituted into collective or individual estates the ownership of which is not supported by title and can only be established by repute, custom or prescription.

Rights to land granted by the German Government are recognised subject to proof of title within five years from the date of the Land Ordinance. Land granted by the German Government is held either freehold or on lease, with the option of purchase. No freehold title can be obtained under the Land Ordinance 1923, but a right of occupancy for a period not exceeding 99 years may be granted under the Ordinance.

With these exceptions the domain is regarded as belonging to the Tanganyika Territory, to be held and administered for the use and benefit, direct and indirect, of the natives.

Certain areas are preserved as forest reserves by Government for reasons of rainfall and to prevent destruction of valuable timber. With the exception of these, natives have access to, and communal rights in accordance with native custom over, forest areas which are not privately owned.

Q. What measures are being adopted for the registration of landed property ?

A. The following Ordinances deal with the registration of landed property :—

(1) Registration of Documents Ordinance 1923, which replaced the Ordinance of 1921.

(2) The Land Registry Ordinance 1923.

See also paragraph 93 of the Report.

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Q. What are the regulations for the alienation of land in which native or non-native communities exercise rights by virtue of heredity or use ?

A. When any particular area of land is applied for the usual procedure is to refer the application to the administrative officer in charge of the district in which the land applied for is situated. The land is then visited by an administrative officer and an enquiry is instituted on the ground as to whether the land is affected by any native rights of ownership or occupation, either permanent or intermittent, or whether it is really vacant land. If any native rights are likely to be infringed they are specifically safeguarded in the grant, or if this is not feasible the application is not proceeded with.

Q. What are the measures being taken to protect rights and interests of native and non-native communities in respect to land usury, forced sales, etc. ?

A. Transfers of land from natives to non-natives are not permitted except with the sanction of the Governor, and such transactions as have been allowed relate only to small holdings on the coast belonging to Arabs or Swahilis.

In many cases in the past Indians obtained mortgages on coconut and other plantations belonging to the natives on the coast as security for money lent or for credit given.

The Credit to Natives (Restriction) Ordinance 1923, will prevent this in future as it debars suits for the recovery of money advanced to natives unless the debt was approved by an administrative officer in the first place.

XI. Moral, Social, and Material Welfare.

Q. What are, generally speaking, the measures adopted to ensure the moral, social, and material welfare of the natives (measures to maintain the interests, rights, and customs of the natives, their participation in public services, native tribunal, etc.) ?

A. Referred to throughout the Report under different headings.

XII. Public Finances.

The general schedule of receipts from, and expenditure on, the territory, budget system, indication of the nature and assessment of taxes.

See paragraphs 74 to 84 of the Report.

XIII. Demographic Statistics.

Births, marriages (polygamy), deaths, emigration, immigration.

For statistics of population *see* paragraph 35. Registration of births is compulsory in the case of Europeans and Americans and of deaths in the case of all non-natives. Compulsory registration by natives generally is not possible in the present stage of tribal development and no statistics of native births and deaths are available, though it is known that infant mortality is high. Legislation to make the registration of births and deaths compulsory in townships is under consideration.

For immigration, *see* paragraph 36.

Europeans proceed to a temperate climate for a periodical change but there is no emigration in the proper sense of the word.

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APPENDIX II.

Government Notice No. 7.

TANGANYIKA TERRITORY.

PROCLAMATION NO. 2 OF 1925.

The Courts Ordinance, 1920 (*No.* 6 *of* 1920).

NATIVE COURTS.

In exercise of the powers vested in me by the Courts Ordinance, 1920, and otherwise, I hereby order and proclaim as follows :—

1. This Proclamation may be cited as the Native Courts Proclamation, 1925.

2. In this Proclamation :—

" Native " includes a native of the Tanganyika Territory and any member of an African race (including any Swahili or Somali) with a permanent residence in the Territory.

" Supervisory Court " means the Court of the Administrative Officer in charge of the District.

3. A Native Court which is declared to be a Native Court of the First Class shall, subject to the provisions hereinafter appearing, exercise such jurisdiction over natives as is set forth in the First Schedule hereto, together with any special jurisdiction which may be conferred on such Court.

4. A Native Court which is declared to be a Native Court of the Second Class shall, subject to the provisions hereinafter appearing, exercise such jurisdiction over natives as is set forth in the Second Schedule hereto, together with any special jurisdiction which may be conferred on such Court.

5. Subject to any express provision conferring jurisdiction, none of the said Courts shall have jurisdiction to try—

(*a*) Cases in which a person is charged with an offence in consequence of which death is alleged to have resulted or which is punishable with death or imprisonment for life.

(*b*) Cases in connection with marriage other than a marriage contracted under or in accordance with Mohammedan or any native law or custom, except where both parties are of the same religion and the claim is one merely for dowry.

(*c*) Cases relating to witchcraft.

(*d*) Cognizable offences committed in any place in the District which is declared to be a Township.

(*e*) Cases in which any party or the accused or complainant is not a native : provided that nothing herein contained shall be deemed to exclude from the jurisdiction of the Court cases in which the complainant is the Crown or a department of the Government or official of the Government acting in his official capacity.

6.—(1) An appeal shall lie from a Native Court of the Second Class to a Native Court of the First Class.

(2) An appeal shall lie from a Native Court of the First Class to a Subordinate Court of the First or Second Class.

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(3) Provided that in any Proclamation creating a Native Court of the Second Class, an appeal may be directed to lie from the said Native Court of the Second Class to a Subordinate Court of the First or Second Class instead of to a Native Court of the First Class.

(4) The Supervisory Court may direct to which Subordinate Court of the First or Second Class an appeal shall lie : and in the absence of any such direction an appeal shall lie to any Subordinate Court of the First or Second Class in the District.

7.—(1) Native Courts and Subordinate Courts in the exercise of the jurisdiction conferred in this Proclamation shall be under the supervision of the Supervisory Court.

(2) The Supervisory Court may direct that any case or class of case within the jurisdiction of a Native Court shall be enquired into or tried before itself or before a Subordinate Court of the First or Second Class.

8. When sentence of whipping has been imposed by a Native Court and the said sentence is confirmed by the Supervisory Court, the Supervisory Court shall issue such instructions as shall ensure that the sentence is carried out in accordance with the law governing the infliction of corporal punishment.

9. The Supervisory Court may of its own motion or on petition revise any of the proceedings of any Native Court having jurisdiction under this Proclamation or of any Subordinate Court in exercise of its appellate jurisdiction under this Proclamation and may pass or make such judgment or order therein as the Native Court of the first instance could have passed or made as may be just.

10. Subject to any direction of the High Court, the powers of the Supervisory Court may at the request of such Court be exercised by any Subordinate Court of the First or Second Class, provided that the Supervisory Court may for good cause shewn revise any order or decision of such Subordinate Court.

11. The Supervisory Court may, if it thinks fit, in any case from an appellate Court under this Proclamation which comes before it, give sanction for an appeal to be allowed to the High Court. And in any such case, such appeal shall be treated as an appeal from a Subordinate Court and shall be subject to the same Rules as to procedure, fees and otherwise, so far as the same are applicable.

12. The High Court may of its own motion or on petition revise any of the proceedings of any Court having jurisdiction to hear or revise any case under this Proclamation.

13. An Administrative Officer may, subject to the direction of the Supervisory Court, sit in any Native Court as adviser.

14. The Supervisory Court may by order, subject to the direction of the High Court, restrict the jurisdiction of any Native Court in the trial of cases within the limits of the jurisdiction herein conferred.

15. All fees and fines collected in any Native Court in any District shall be paid into a fund to be called " The Native Courts Fund for the District of.....", which shall be under the control and general direction of the Officer in charge of the District and shall be applied by him for the maintenance of the Native Courts of the District and such other purposes for the benefit of the District as he shall think fit.

16. Nothing in this Proclamation or any Rules hereunder contained shall be deemed to affect the jurisdiction of any Subordinate Court.

JOHN SCOTT,
Acting Governor.

Dar es Salaam, 14th January, 1925.

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FIRST SCHEDULE.

Jurisdiction of Native Courts of the First Class.

A Native Court of the First Class shall have jurisdiction to hear and decide :—

(I) Civil Cases—

(*a*) in which the amount or subject matter does not exceed in value six hundred shillings, or

(*b*) relating to personal status, marriage and divorce under Mohammedan or native law, or

(*c*) relating to inheritances which are not governed by the provisions of the Deceased Natives Estates Ordinance, 1922 : such jurisdiction shall be in addition to any jurisdiction conferred under the said Ordinance.

(II) Criminal Cases, provided always that no punishment other than imprisonment of either description for a term not exceeding six months and a fine not exceeding two hundred shillings and whipping not exceeding eight strokes shall be inflicted by such Court, and that in no case where fine has been ordered shall the imprisonment passed upon the offender in default of payment of fine together with the original term of imprisonment (if any) exceed a total of six months. Provided that a sentence of whipping shall require to be confirmed by the Supervisory Court.

(III) Appeals from Native Courts of the Second Class within the area of the jurisdiction of the said Native Court of the First Class, subject to the express provision that an appeal shall lie from the said Native Court of the Second Class to some other Court.

SECOND SCHEDULE.

Jurisdiction of Native Courts of the Second Class.

A Native Court of the Second Class shall have jurisdiction to hear and decide :—

(I) Civil Cases—

(*a*) in which the amount or subject matter does not exceed in value two hundred shillings, or

(*b*) relating to personal status, marriage and divorce under Mohammedan or native law, or

(*c*) relating to inheritances which are not governed by the provisions of the Deceased Natives Estates Ordinance, 1922 : such jurisdiction shall be in addition to any jurisdiction conferred under the said Ordinance.

(II) Criminal Cases, provided always that no punishment other than imprisonment of either description for a term not exceeding one month and a fine not exceeding fifty shillings and whipping not exceeding six strokes shall be inflicted by such Court, and that in no cases where fine has been ordered shall the imprisonment passed upon the offender in default of payment of fine together with the original term of imprisonment (if any) exceed a total of one month. Provided that a sentence of whipping shall require to be confirmed by the Supervisory Court.

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APPENDIX III.

Government Notice No. 8.

TANGANYIKA TERRITORY.

RULES OF COURT.

Made by the High Court, with the approval of the Governor, under the Tanganyika Order in Council, 1920, *and the Courts Ordinance,* 1920.

No. 1 of 1925.

NATIVE COURTS.

1. These Rules may be cited as The Native Courts Rules, 1925.

2. These Rules shall apply to all Native Courts declared to be Native Courts under the Native Courts Proclamation, 1925.

3. Native Courts shall sit for the trial of cases as often as may be required by the Officer in charge of the District.

4. All civil cases shall be instituted in the Courts of the area in which the defendant resides.

5. In civil cases instituted before a Native Court, other than a Court of a Liwali, relating to personal status, marriage, inheritance or divorce, in which a question of Mohammedan law is involved, such Native Court shall, if there is in the District a Native Court of a Liwali, inform the parties that either of them has a right to have the case tried before the nearest Court of a Liwali in the District, and if either party desires the case so to be heard it shall be transferred accordingly.

6. All criminal cases instituted under the Native Courts Proclamation, 1925, shall be instituted in the Native Court of the area in which the accused resides or in which the offence is alleged to have been committed.

7. Every sentence of imprisonment passed by a Native Court shall be submitted to the Supervisory Court for inspection.

8. Subject to any judgment or order made on appeal or revision, the Magistrate of the Supervisory Court shall sign the warrant of commitment in accordance with such sentence, which shall be carried out in a prison declared under the Prisons Ordinance, 1921.

9. No sentence of whipping shall be carried out until the case has been inspected and the sentence has been allowed by a Supervisory Court.

10. Native Courts shall not issue process to compel the appearance of any native who is not permanently or temporarily residing in the District or of any native, who is in the service of the Government or of a sultan, headman or chief of another area, to give evidence, but should the evidence of such an excepted native or of a non-native be required by any of the said Courts and the Court be unable to secure such evidence without the issue of process, it shall report the case to the Supervisory Court and that Court may either :—

(1) issue process to compel the appearance of the witness before the said Court, provided that no such witness who is not a native shall be compelled to give evidence before a Native Court unless an administrative officer is present, or

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(2) make such orders to take the evidence before itself (reasonable opportunity being given for cross-examination), as may be necessary to secure its production before the said Court, or

(3) transfer the case for hearing before itself.

11. The fees specified in the Schedule hereto shall be leviable in the Native Courts.

12. The fee leviable on execution shall not be payable by the plantiff but by the defendant only, all other fees shall be payable by the plaintiff, but may be remitted in whole or in part for reasons of poverty where the Court thinks fit.

Approved :—

....
Acting Governor. *Chief Justice.*

.....
Acting Judge.

Dar-es-Salaam,....th January, 1925.

APPENDIX.

SCHEDULE.

Fees leviable in Native Courts.

1. In Criminal Cases	No fee.
2.—(*a*) In civil cases, where the subject matter is capable of being estimated at a money value	5 per cent. of the amount involved with a minimum fee of one shilling.
(*b*) In other civil cases (*e.g.* native matrimonial cases)	two shillings.
(*c*) On execution, where execution is necessary	5 per cent. of the amount decreed ; with a minimum fee of one shilling.

3. On appeal in civil cases.

Such fee, if any, as the Court to whom the appeal is made shall order not exceeding twice the amount of the fee leviable in the lower Court.

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Issued by the Colonial Office.

REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

ADMINISTRATION UNDER MANDATE

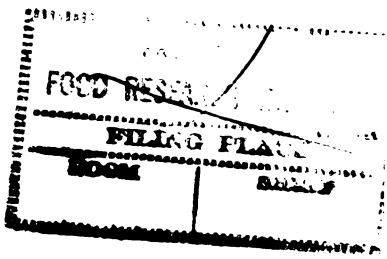
OF

PALESTINE AND TRANSJORDAN

FOR THE YEAR

1924.

(For the Report for 1923 see Non-Parliamentary Publications, Colonial No. 5, June 1924, and Colonial No. 9, March 1925.)



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SECTION I.

REPORT BY HIS BRITANNIC MAJESTY'S GOVERNMENT ON THE ADMINISTRATION UNDER MANDATE OF PALESTINE.

I.—INTRODUCTORY.

The past year was chiefly noteworthy in Palestine for a marked economic revival. The world-wide depression, which affected this country in common with others, had to a great extent passed away. To this recovery various circumstances contributed. The trade in oranges, the principal export from Palestine, gave good profits to the growers and merchants. Cereals and almonds were more remunerative. The cultivation of tobacco, which, as mentioned in previous reports, has been introduced into the country within the last four years, has rapidly expanded. The production, estimated at 694 metric tons in 1922 and 644 in 1923, increased to 1,845 tons last year A large part of the crop was of good quality and profitable to the growers.

Industrial development has been stimulated by the arrival, among the Jewish immigrants, of a considerable number of men with manufacturing experience, and with capital. The majority of them come from Poland. They have established a number of new industries, mostly at present on a small scale, the greater number in the Jewish town of Tel-Aviv, adjacent to Jaffa. In addition, several large Jewish enterprises have been founded, and have either reached, or are about to reach, the producing stage. The most important of these enterprises are a cement factory, with an invested capital of £E.300,000; a flour mill, a vegetable oil and soap factory, and a factory of silicate bricks (made of cement and lime), each involving an expenditure of £E.100,000 or more; and, on a smaller scale, works at Athlit, on the coast, for the production of salt by evaporation, a silk factory and a tannery. The electric power station, with fuel engines, erected at Tel-Aviv under the concession granted to Mr. Rutenberg, has been obliged, after only a year's working, to instal new engines, more than doubling its original capacity. Similar stations are in course of erection at Haifa and at Tiberias, to supply urgent demands for power and lighting there. The construction of the first hydraulic power station on the Jordan has not yet begun, but the preliminary measures have made further progress.

The tourist traffic has shown a marked growth, and is likely to expand further in the future.

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One of the consequences of these developments has been a welcome recovery in the revenue. The year 1922–23 ended with a deficit of £E.73,000, which was covered from previous balances. The year 1923–24 ended with a very small surplus. It is anticipated that the present financial year will show a satisfactory balance of revenue over expenditure. To this, a revision of a number of items in the Customs Tariff, in August, 1924, has contributed in a minor degree. The financial result of the working of the railways was particularly satisfactory.

Immigration into Palestine is regulated by the Government; so as to ensure that it shall not exceed the capacity of the country to absorb the new arrivals. The more favourable conditions have allowed an increase in the immigration. It amounted to 13,553 in 1924, compared with 7,991 in 1923. The non-Jews among these immigrants numbered 697. The total emigration amounted to about 2,500 persons. In the winter of 1923 there was a considerable measure of unemployment among the Jewish population, but last winter there was no recurrence of this state of affairs.

Jewish agricultural colonisation continues steadily. The extensive swamps of Kabbara, in the Maritime Plain, are being drained and brought under cultivation, in accordance with a concession granted to the Palestine Jewish Colonisation Association; the difficulties which had arisen in connection with the claims of about 170 Arab families resident on part of the land having been settled after prolonged negotiations.

The town of Tel-Aviv is expanding with remarkable rapidity. The population, which was about 2,500 in 1920, is now estimated at over 25,000, and for some time past new houses have been completed at an average rate of two a day. There is much building activity also in Haifa and Jerusalem and their suburbs.

The Bio-Chemical Faculty, and the Institute of Jewish Studies, of the Hebrew University at Jerusalem have been inaugurated.

The anti-malarial campaign is being vigorously prosecuted in many parts of the country. Almost all the towns have now been freed from what used to be one of the scourges of Palestine. Much progress has been made, through the drainage of swamps, and the covering or oiling of wells and cisterns, in eliminating the breeding-places of mosquitoes, and therefore the liability to malaria, in many of the villages. A "Health Week" was organised in November for spreading propaganda on public and domestic health questions. In connection with it a small exhibition was held in Jerusalem, open for ten days, with free entry. In this town of some 70,000 inhabitants, no fewer than 30,000 attendances were recorded at the exhibition.

Public security has been good. There have been no disturbances of a political character, and no raids from Transjordan. The bands of highway robbers, which infested parts of the

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country a few years ago, have now all been disposed of. The reduction in the garrison has continued. The cost had been diminished to £1,500,000 in 1923–24, and in the last report it was mentioned that the following year should witness a further large reduction. This expectation has been realized, and the cost of the garrison in the year 1924–25 should fall below £1,000,000. The estimates for the ensuing year will be on a still lower scale. It will be remembered that the Civil Administration of Palestine, apart from the cost of the garrison, has involved no subvention from His Majesty's Government.

A Committee sat in the early part of the year under the chairmanship of the Treasurer, with the managers of the principal banks of the country among the members, to examine the question of introducing a new currency into Palestine. The report of the Committee has received the general approval of the Secretary of State, and early steps will be taken to introduce a currency linked with sterling. The currency will be administered by a Palestine Currency Board operating in London under the direction of the Secretary of State for the Colonies, under conditions which will ensure that the exchange value of the currency is maintained at par.

An area in the extreme north of Palestine, previously included in the territory of Syria, was transferred to Palestine, as from the 1st April, 1924, in accordance with the terms of the Palestine-Syria Boundary Convention of 1920. This area contains twenty villages with a population of nearly 9,000. It includes Tel-el-Kadi, the ancient Dan, and its inclusion has restored to Palestine her biblical boundaries " from Dan even unto Beersheba."

The excavations on Mount Ophel, adjoining the present walls of Jerusalem to the south, carried out by the Palestine Exploration Fund, have resulted in the discovery of part of the walls of the Jebusite city, captured by David.

The Palestine Government was invited to participate in the British Empire Exhibition at Wembley. Its pavilion was thronged by visitors. The commercial results were very satisfactory to exhibitors.

The ratification of the Treaty of Lausanne in August, 1924, finally regularised the international status of Palestine as a territory detached from Turkey and administered under a Mandate entrusted to His Majesty's Government.

The terms of the Mandate had been approved in anticipation by the Council of the League of Nations in 1922, and the Mandate had been brought into operation by resolution of the Council in 1923. A first report on the administration of the territory, covering the period from July, 1920, to the end of 1923, was presented to the Permanent Mandates Commission of the League

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by His Majesty's Government, and was considered by the Commission at their session at Geneva in October, 1924. On their invitation, the High Commissioner for Palestine attended that session, and gave evidence, in answer to questions, extending over six sittings. The Report of the Commission was approved by the Council of the League and has been made public.

Palestine has welcomed a number of distinguished visitors during the year, including His Royal Highness Prince Arthur of Connaught, His Excellency General Weygand, High Commissioner for Syria and the Lebanon, their Eminences Cardinal Bourne, Cardinal O'Connell, and the late Cardinal Giorgi, the Right Honourable the Earl of Oxford and Asquith (then Mr. H. H. Asquith), and several Members of both Houses of the Imperial Parliament.

In April, Major-General Sir H. H. Tudor, K.C.B., C.M.G., relinquished the position of General Officer Commanding and Inspector-General, Police and Prisons. Mr. A. S. Mavrogordato was appointed as Acting Inspector-General, and Air Commodore E. L. Gerard, C.M.G., D.S.O., was appointed by the Air Ministry as Air Officer Commanding in Palestine.

Mr. J. B. Barron, O.B.E., M.C., resigned the post of Director of Customs and Trade, and was succeeded by Mr. K. W. Stead, the Chief Collector of Customs of Cyprus

II.—FINANCE.

Summary of the annual revenue and expenditure from the 1st July, 1920 (the date of the formation of the Civil Government), to the 31st March, 1924:—

		£E.	£E.
Revenue to 31st March—			
1921	... ...	1,108,528	
1922	... ...	2,312,243	
1923	... ...	1,764,585	
1924	... ...	1,633,893	
			6,819,249
Expenditure to 31st March—			
1921	... ...	1,228,097	
1922	... ...	1,881,108	
1923	... ...	1,837,173	
1924	... ...	1,633,227	6,579,605
Credit balance in current account at 31st March—			
1924	... ...		£E.239,644

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Revenue.

Comparative Statement of Revenue for the years 1922–23 and 1923–24 :—

Heads of Revenue.	1922–23 £E.	1923–24 £E.
I. Customs	594,382	481,778
II. Port dues	4,857	5,653
III. Licences, Taxes, etc.	492,618	518,229
IV. Fees of Court or Office, Receipts for Specific Services and Reimbursements, etc.	151,420	141,982
V. Posts, Telegraphs and Telephones	106,262	114,389
VI. Railways	381,700	347,440
VII. Revenue from Government Property	21,585	15,684
VIII. Interest	816	1,606
IX. Miscellaneous	6,479	5,929
X. Land Sales	4,466	1,203
Total Revenue ...	1,764,585	1,633,893

The reduced revenue from Customs is due to a fall in receipts from import duties notwithstanding the increased duties imposed on spirits, sugar, petrol, etc., as from the 15th February, 1923. This decrease is due to the existence of large stocks of goods in the country in the early part of the year, to the drop in the prices of imported commodities, the tariff being largely *ad valorem*, and to a decrease in the importation of tobacco partly in consequence of the local cultivation of tobacco. The development of the orange trade is mainly responsible for an increase in the export duties.

The increase in revenue from Licences, Excise and Internal Revenue is mainly due to the earlier collection of the Animal Tax, approximating £E.25,000, and to increased receipts from the House and Land Tax. On the other hand there has been a decrease in the revenue from tithes, due to the failure of cereal crops in the southern district.

The decrease under the head " Fees of Court, etc." is due principally to a falling off of receipts from Registration of Land, Registration of Companies and Partnerships and Warehouse Rents. The decreased receipts from Warehouse Rents are due to the decline in imports and to the use of the Levant Bonded Warehouses by importers.

The development of the telephone system is mainly responsible for increased receipts from Postal Services.

The general trade depression and a reduction in military traffic adversely affected the receipts of the railways.

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Expenditure.

Comparative Statement of Expenditure for the years 1922–23 and 1923–24 :—

Heads of Expenditure.	1922–23 £E.	1923–24 £E.
I. Pensions	21,408	16,424
II. Public Debt and Loan Charges	41,127	62,376
III. H.E. the High Commissioner and Staff	7,104	6,778
IV. Secretariat	18,197	16,875
V. District Administration	61,861	96,127
VI. Legal Department	71,336	72,515
VII. Land Department and Land Registry	16,096	14,458
VIII. Survey Department	1,697	1,980
IX. Financial Secretary	312	—
X. Treasury	22,136	18,731
XI. Audit	2,765	5,894
XII. Department of Customs, Revenue and Ports	93,649	34,363
XIII. Department of Commerce and Industry	13,791	9,591
XIV. Department of Health	114,147	91,355
XV. Department of Agriculture and Fisheries	37,645	35,617
XVI. Education Department	89,232	97,278
XVII. Police, Prisons and Gendarmerie	307,848	265,273
XVIII. Department of Immigration and Travel	10,014	8,272
XIX. Department of Antiquities ...	4,873	5,125
XX. Posts, Telegraphs and Telephones	100,403	95,925
XXI. Posts, Telegraphs and Telephones Extraordinary	—	2,508
XXII. Railways	411,196	306,041
XXIII. Railways Extraordinary ...	—	99,096
XXIV. Public Works Department ...	113,900	65,925
XXV. Public Works Recurrent ...	100,001	69,813
XXVI. Public Works Extraordinary ...	—	8,139
XXVII. Miscellaneous	176,435	126,748
Total Expenditure ...	1,837,173	1,633,227

The reduction under " Pensions " is due to the discontinuance of pension contributions in respect of officers seconded from the General Post Office, and to fewer payments on account of retrenchment of officers.

The increase under " Public Debt and Loan Charges " is due to increased advances at bank rate varying obtained through

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the Crown Agents and to advances from the Anglo-Egyptian Bank for Agricultural Loans. At the 31st March, 1923, the advances from the Crown Agents amounted to £E.1,349,400, and at the 31st March, 1924, the advances reached £E.1,543,425. These advances have been obtained to meet capital expenditure incurred in anticipation of the flotation of a loan.

The increase under " District Administration " is due to the transfer of the District Revenue staff from the Customs, Revenue and Ports. The decrease under " Customs, Revenue and Ports " is also due to reductions in the establishment of the Customs Department.

The Departments of Commerce and Industry and Immigration and Travel were considerably curtailed.

The decrease under the Department of Health is mainly due to the curtailment and economies effected in medical services. The Government orphanages at Jaffa and Bethlehem were closed, and a number of orphans transferred to private and charitable institutions.

The increased expenditure under " Education " is due to the expansion of town and village schools.

The decrease under " Police, Prisons and Gendarmerie " mainly resulted from a reduction in the number of police, and economies have also been effected by a revision of the rates of pay.

Considerable economies in all departments of the railways were effected in 1923–24, and the price of coal was lower than in the preceding year. The expenditure of £E.99,096 under " Railways Extraordinary " included £E.97,784 in respect of the first of the three instalments and interest payable under the Jaffa-Jerusalem Railway Award.

Considerable economies were effected in the establishment of the Public Works Department and in motor transport services.

The decrease under " Public Works Recurrent " is due to reduced expenditure on rent and furniture, and to reduced expenditure on the maintenance of roads and bridges.

In 1923–24 grants to municipalities under " miscellaneous " were reduced proportionately to the fall in the revenue received from foreign additional import duties allotted to municipalities in lieu of Octroi and Kantar duty. Economies were also effected in the expenditure on stationery and printing, and the cost of living allowances to officers were reduced.

Taxation.

The revenue is derived principally from customs dues, tithes and house and land tax.

The customs tariff imposes an *ad valorem* duty of 12 per cent. generally on imported goods, with the exception of wines, spirits, petroleum, confectionery, perfumery, etc., on which the duty ranges from 13 per cent. to 50 per cent., and tobacco, sugar, tea, motor spirit, etc., on which specific duties are levied.

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Tithes are assessed at the rate of 12½ per cent. of the value of crops, with the exception of produce from Wakf lands on which the Government receives from 2 per cent. to 2½ per cent.

Lands and buildings are subject to Immovable Property Tax calculated on the capital value of the property and varying according to the nature of the property from 6·24 per mill. to 15·6 per mill. in the case of lands, and 5·64 per mill. to 14·1 per mill. in the case of buildings, with the exception of the townships of Haifa, Acre and Shefr Amr in which the tax on buildings is 3⅓ per cent. of the rental value.

A tax of £E.2 per donum is imposed on all lands on which tobacco is grown.

Currency and Banking.

It was declared by public notice that as from 22nd January, 1921, the following coins only should be legal tender in Palestine :—

Egyptian gold, notes, silver and nickel coins, and the British gold sovereigns at the rate of 97·50 piastres Egyptian.

No restriction, however, is placed on the circulation in the ordinary course of trade of coins of any other currency at their current market rates.

III.—CUSTOMS, EXCISE AND TRADE.

Customs and Excise.

A revised departmental system of accounts provides greater facilities for the speedy clearance of goods, and a new Customs Tariff came into force on the 15th August, which by substituting many specific for *ad valorem* duties has simplified the work of the Department concerned and in some cases increased revenue. These changes have permitted large reductions in personnel.

Salt stores, opened in the principal towns, place that commodity, of which the price has been reduced, within easy reach of urban areas. Sales have doubled in consequence. The Palestine Salt Company commenced deliveries in September.

Statistical posts were established on the eastern frontier in November with a view to ascertaining with reasonable accuracy the amount which should be paid annually to Transjordan on account of Customs dues collected at Palestine ports on goods destined for Transjordan.

By arrangement with the Egyptian Customs Administration it is possible to book passengers' baggage through to Palestine from Alexandria or Port Said without examination in Egypt.

£E.78,575 worth of goods (£E.100,822 in 1923) was exempted from Customs duty under treaty rights and immunity clauses.

154 seizures of contraband were made and £E.5,766.220 was collected in fines; and 10,248 kilograms of tobacco and tombac, 59,084 kilograms of salt and four revolvers were confiscated.

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Trade.

The year has been satisfactory from several standpoints: there was a distinct recovery from the severe commercial depression which began in 1922 and continued throughout 1923, and the local market assumed a more stable form. The recovery was partly due to successful orange and tourist seasons and to high prices realised from cereals.

1923–24 orange season yielded good profits to producers and to merchants; prices in England averaged 11s. 6d. per case in December, 15s. 9d. in January, 18s. 9d. in February, and 25s. 6d. at the beginning of March, the rise being attributable to effective control of shipments and the temporary suspension of exports from Spain.

1,589,331 cases valued at £E.420,792, a record in the trade, were exported as against 1,365,543 cases valued at £E.415,403 in the previous season.

In the 1924–25 season, there were seven direct shipments (172,400 cases), to the United Kingdom during November and first sales realised an average price of 15s. The local trade interests are actively engaged in the development of new markets in Poland, Roumania, and Eastern Europe; shipments to Bristol and London are contemplated.

The wine industry still suffers from absence of markets and large stocks of wines are unsold. Much of this year's grape crop was therefore made into jam or bottled as non-alcoholic grape juice, which sells readily for consumption in the Moslem countries of the Near East, under certificate of the Moslem Religious Authorities.

Palestine wines are now admitted into Czechoslovakia at the preferential rate of 210 C.K. per 100 kilograms, instead of the conventional tariff of 420 C.K.

In the cereal export the year opened dully owing to the very limited stocks available on the market but became active with the arrival of the new crops in June.

Large quantities of durra were exported to Algeria at £14 10s. —and £15—per ton, c.i.f., an increase of 50 per cent. to 60 per cent. on last year's prices. Almost the whole stock of lentils was absorbed by the Marseilles market at good prices.

On the whole, the year's cereal market offered more favourable conditions than the admittedly flourishing years of 1919 and 1920.

The failure of the Spanish almond crop brought demands from Europe for almonds and prices rose from PT.380 to PT.520 per 100 kilograms.

The tourist season proved excellent; special ship cruises brought as many as 3,500 tourists and there were several conducted parties, including Roman Catholic pilgrimages, besides large numbers of independent visitors.

Among the tourists were many Jewish merchants from Poland and Austria who bought plots of land and established trade connections.

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The Palestine Pavilion of the British Empire Exhibition closed with very satisfactory results; the sales amounted to £E.30,000.

Several small new factories were opened during the year for the manufacture of dry cell batteries, lamps, primus stoves, cigarettes, plaster, crude oil, mineral waters, sweets, etc.

The cost of living index number calculated on the basis of retail price movements rose by 3 per cent. as compared with 1923; the index number of wholesale prices rose by 1·1 per cent. as compared with 1923, but was still 13·2 per cent. lower than in 1922.

A.

TOTAL IMPORTS AND EXPORTS.

Comparative Table: 1922, 1923, 1924.

	1922 £E.	1923 £E.	1924 £E.
(1) Imports for consumption in Palestine	5,471,667	4,825,185	5,266,349
(2) Imports in transit to Syria	347,699	189,680	136,138
(3) Specie imported	109,465	110,080	187,192
Total Import Trade ...	5,928,831	5,124,945	5,589,679
(1) Exports of Palestinian produce	1,070,171	1,143,234	1,200,812
(2) Exports in transit from Syria	45,807	45,415	61,002
(3) Specie exported	283,197	411,496	717,275
(4) Re-exports of imported foreign goods	187,328	233,973	141,842
Total Export Trade ...	1,586,503	1,834,118	2,120,931

B.

IMPORTS.

	1922 £E.	1923 £E.	1924 £E.
Food, Drink and Tobacco ...	1,419,505	1,352,112	1,407,169
Raw materials and articles mainly unmanufactured ...	317,708	293,320	355,470
Articles wholly or mainly manufactured	2,897,032	2,486,126	2,848,500
Miscellaneous and unclassified	837,422	693,627	655,210
Total	5,471,667	4,825,185	5,266,349

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Countries of Origin.

	1924. £E.	Per-centage.
United Kingdom	981,385	18·7
Other British Possessions	351,940	6·7
Austria	71,285	1·4
Belgium	173,573	3·2
Czechoslovakia	104,148	2·0
Egypt	360,204	6·9
France	319,590	6·0
Germany	559,712	10·7
Greece	29,493	·5
Holland	69,363	1·3
Italy	288,898	5·5
Roumania	210,797	4·0
Turkey	69,210	1·3
U.S.A.	401,078	7·6
Syria	809,406	15·4
Yugo Slavia	57,886	1·1
Other Countries	408,381	7·7
	5,266,349	100·

Principal Increases over 1923.

	£E.
Wheat	33,307
Rice	7,850
Wheat Flour	58,920
All kinds of animals	55,574
Coffee Raw	7,057
Sugar	14,858
Alcohol fit and unfit for human consumption	4,195
Confectionery and Chocolates	5,053
Wood and Timber	7,851
Olive Oil unrefined	7,915
Cement	18,053
Iron bars, girders, plates and sheets ...	62,355
Machinery	45,674
Wood for orange cases	14,950
Cotton yarn and thread	9,163
Cotton piece goods	77,203
Woollen fabrics	11,320
Outer garments	5,444
Boots and shoes	2,555
Kerosene	27,146
Upper and sole leather	11,457
Motor cars	4,977
Used personal effects	25,152
Matches	2,052
Manures and fertilizers	9,494
	£E.529,575

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Principal Decreases.	*£E.*
Barley	52,542
Beer	14,774
Tobacco, unmanufactured, 3,077 kilograms	3,192
Tombac, 22,947 kilograms	4,943
Cigarettes, 34,394 kilograms	43,806
Benzine	10,659
Government Stores	60,776
Military Stores	88,100
	£E.278,792

C.

Exports.

	1922 *£E.*	1923 *£E.*	1924 *£E.*
Food, Drink and Tobacco ...	860,986	835,109	838,003
Raw materials and articles mainly unmanufactured ...	18,032	52,549	93,769
Articles wholly or mainly manufactured	186,071	251,646	258,635
Miscellaneous and unclassified	5,082	3,930	10,405
Total	1,070,171	1,143,234	1,200,812

Countries of Destination.

	1924. *£E.*	*Percentage.*
United Kingdom	367,156	30·6
Other parts of the British Empire...	5,890	·5
Egypt	516,742	43·0
France	26,381	2·2
Germany	19,037	1·6
Italy	16,589	1·4
Syria	200,060	16·7
U.S.A.	16,215	1·3
Other Countries	32,742	2·7
	1,200,812	100·0

Principal Increases over 1923.	*£E.*
Hides and Skins	9,513
Iron Ore and Scrap	18,800
Wool, raw	9,977
Oranges	36,923
Raisins and Grapes	8,102
Works of Art, Beads and Curios	11,793
	£E.95,108

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Principal Decreases

	£E.
Cereals and Pulses	41,762
Water Melons	24,847
Soap	11,956
	£E.78,565

D.

Imports in Transit.

(Syria via Haifa.)

	1922. £E.	1923. £E.	1924. £E.
Food, Drink and Tobacco ...	41,444	47,518	30,884
Raw materials and articles mainly unmanufactured ...	20,914	11,923	22,047
Articles wholly or mainly manufactured	284,706	129,598	83,132
Miscellaneous and unclassified	635	641	75
Total ...	£E.347,699	£E.189,680	£E.136,138

Principal Increases over 1923.

	£E.
Coal	10,959
Benzine	4,695
Kerosene	7,467
	£E.23,121

Principal Decreases.

	£E.
Cotton Yarn and Thread	11,654
Woollen Carpets	12,574
Upper and Sole Leather	7,855
Rice	6,141
Cotton Piece Goods	4,300
Spices	4,127
Empty Sacks	3,921
	£E.50,572

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E.

Exports in Transit.

(Syria via Haifa.)

	1922. £E.	1923. £E.	1924. £E.
Food, Drink and Tobacco ...	36,194	13,137	12,884
Raw materials and articles mainly unmanufactured ...	1,468	1,759	258
Articles wholly or mainly manufactured	7,236	27,764	45,379
Miscellaneous and unclassified	909	2,755	2,481
Total	£E.45,807	£E.45,415	£E.61,002

Principal Increase over 1923.

Silk Goods	£E.13,668

F.

Re-Exports.

Principal Decreases.

	£E.
Military Stores	52,000
Empty Barrels	6,500
Sugar	4,650

Shipping.

I. *Foreign Trade.*

	Steam.		Sailing.		Total.	
	Vessels.	Tons.	Vessels.	Tons.	Vessels.	Tons.
Entered ...	605	1,329,575	1,521	24,266	2,126	1,353,841
Cleared ...	601	1,333,332	1,498	23,640	2,099	1,356,972
Total ...	1,206	2,662,907	3,019	47,906	4,225	2,710,813

II. *Coasting Trade.*

	Steam.		Sailing.		Total.	
	Vessels.	Tons.	Vessels.	Tons.	Vessels.	Tons.
Entered ...	383	702,623	696	9,752	1,079	712,375
Cleared ...	386	698,840	720	9,913	1,106	708,753
Total ...	769	1,401,463	1,416	19,665	2,185	1,421,128

There was an increase in the number and tonnage of steamers entered from foreign ports in 1924, as compared with 1923, of 10 and 116,328 respectively.

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IV.—LEGAL.

The Ordinances to implement the provisions of the Palestine Order in Council with regard to the judiciary were brought into effect during the year; as well as enactments to modify the procedure of the Civil Courts in the direction of more complete accord with western practice.

2. The Courts Ordinance established the following tribunals:

(i) The existing Magistrate, District and Land Courts.—The areas of jurisdiction of the Land Courts have been reorganised: in Northern Palestine their work is now undertaken by the District Courts of Haifa and Nablus, and, in Southern Palestine, Courts at Jerusalem and Jaffa were constituted. Only the Jerusalem Court, however, has as yet begun to function.

(ii) In place of the Court of Appeal, a Supreme Court sitting as a Court of Appeal with jurisdiction unchanged and as the High Court with original jurisdiction in two matters hitherto regulated administratively: applications in the nature of habeas corpus and orders in the nature of mandamus directed to public officers, etc. Less than twenty applications were made to the newly created High Court, mostly raising questions of execution of judgments. The Court is thus likely to relieve Presidents of District Courts in the discharge of their duties as Chief Execution Officers.

(iii) A Court of Criminal Assize for offences in which capital sentence may be passed; this Court is constituted of the Chief Justice or the Senior British Judge of the Supreme Court sitting with the District Court of the area where the offence was committed. The assize is held in every district and the presence of the highest judicial authority at the trial of capital crime should tend to uniformity in the administration of criminal justice.

(iv) A special tribunal to deal with the conflicts of jurisdiction between a Civil and a Religious Court. This will consist of two British judges of the Supreme Court and the President of the highest Court in Palestine of any religious community which is alleged to have exclusive jurisdiction in the matter at issue. It has not yet been necessary to convene the Court.

The Ordinance also deals with the appointment of judges of the Supreme or a District Court; it provides that every judge shall hold office during the pleasure of His Majesty and gives power to make probationary appointments of fit and proper persons as members of a District Court.

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The existence of a Supreme Court makes possible the application of that part of the Palestine Order in Council concerning appeal in civil cases to His Majesty in Council. The appeal lies (*a*) as of right, from any final judgment of the Court where the value of the matter in dispute is not less than £E.500, or the appeal involves directly or indirectly a claim respecting property or some civil right in that value; and (*b*) at the discretion of the Court, from any judgment, in questions of general or public importance.

Rules governing appeal, which are in the common form, were promulgated by Order in Council dated the 9th October, 1924; leave to appeal has been given in one case.

3. The Magistrates' Courts Jurisdiction Ordinance extends the jurisdiction of Civil Magistrates to (*a*) offences for which the maximum penalty does not exceed imprisonment for one year and a fine of £E.100, and certain other specified offences; (*b*) actions for the recovery of possession of immovable property of any value; (*c*) actions for the partition of immovable property; (*d*) other civil actions in which the value involved or damages claimed do not exceed £E.100; and (*e*) counterclaims to the same value.

An appeal from a Magistrate lies to the District Court in criminal cases by the accused in case of fine exceeding £E.10 or imprisonment exceeding fifteen days, and by the Public Prosecutor in any case. In civil cases an appeal in a possessory action lies to a Land Court, and to the District Court in any other where the value of the claim is not less than £E.20. Leave to appeal may be granted by a President of the District Court in any case in which an appeal does not lie as of right.

The Ottoman procedure in the prosecution of an offence triable before a Magistrate has been changed to provide that the police may refuse to proceed if satisfied that no public interest will be served by so doing; the complainant may then lay his complaint directly before the Magistrate.

4. In the trial of criminal cases by the District Court and the Court of Criminal Assize, the Trial Upon Information Ordinance replaced the Rules in the Ottoman Code of Criminal Procedure by a system based upon the English practice, providing for a preliminary judicial enquiry by the Magistrate as in proceedings for committal for trial in England. Any person alleging the commission of an offence triable before a superior Court may make a complaint or charge directly to a Magistrate. The Ottoman procedure of trials in absence for serious offences is abolished; but power remains to hold an enquiry in absence to perpetuate testimony.

Where the penalty exceeds a fine of £E.100 or six months' imprisonment the person convicted may appeal to the Court of Appeal, and in sentences of death or penal servitude for five years or more the case must be passed to the Court of Appeal as

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of right. The Attorney-General has a right of appeal from an acquittal only on grounds of legal error or inadequate punishment. Special leave to appeal may be given from any final judgment which is not subject to appeal as of right. The Superior Courts are empowered to deal summarily with cases of perjury or false evidence committed before them.

5. In amendment of the Law of Evidence based, in the Ottoman system, on the medieval provisions of the Mejelle (Civil Code), the Law of Evidence Ordinance introduced the general principle that all persons are competent to give evidence in all cases, and that no person is incompetent by reason of being a party to a civil action or complaint, or the accused in a criminal case, or a relation of a party or of the accused. Husband and wife, parent and child, however, are declared not to be competent to give evidence against each other.

The rule in the Mejelle that the evidence of one witness is insufficient proof is modified by a provision that no judgment shall be given on the evidence of a single witness unless uncontradicted in a civil, or admitted by the accused person in a criminal, case, or, whether in a civil or criminal case, corroborated by some other material evidence. Tests of the credibility of witnesses are replaced by the general provision that the value of oral evidence and the credibility of witnesses are questions for the Court to decide according to the demeanour of the witnesses, and the circumstances of the case. The rule that in a civil case the party cannot be a witness is cancelled; and either party may now give evidence on his own behalf or be summoned to give evidence for the other.

A further amendment of the Law of Evidence was the Proof of Foreign Documents Ordinance providing rules for the proof before the Court of documents executed in the United Kingdom or any place in His Majesty's dominions or in foreign countries.

6. The rules concerning arrest of offenders and search of suspected persons and premises were revised and consolidated in the Arrest of Offenders and Searches Ordinance, which declares that a person arrested without a warrant shall be brought before a Magistrate within forty-eight hours of arrest and the period of remand in custody shall not exceed fifteen days. In certain cases a police officer may enter and search any house or place without a warrant, otherwise a search is permissible only upon a Magistrate's warrant.

7. The Contempt of Court Ordinance amplifies the scanty provisions in the Ottoman Penal Code in that particular. Besides the existing penalties for insult or outrage committed in the presence of the Court, and for failure of a witness to attend or answer questions, there are now penalties for the publication during a trial of matter prejudicial to fair trial or likely to bring the Court into contempt. The Ordinance should check the licence hitherto displayed by the press in commenting on cases under hearing.

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8. The Civil Trial of Members of the Forces Ordinance provides for the trial by the Civil Courts of members of His Majesty's Forces in Palestine, over whom, when charged with a criminal offence, the Civil Courts had hitherto not exercised jurisdiction. There is a reservation that the Officer Commanding may elect to bring the accused before a Court Martial. The Civil Court to try such cases is composed solely of a British judge or judges, applying the principles of English Law in respect to the nature and constitution of the offence, the admissibility of evidence and the punishment, but no sentence more severe than that prescribed by the Palestine Law for the particular offence may be imposed.

9. The Palestine (Holy Places) Order in Council was issued in July with the object of excluding from the Civil Courts actions touching matters within the purview of the Commission on the Holy Places to be set up under Article 14 of the Mandate. It provides that such actions shall not be heard or determined by any Court; but does not affect or limit the jurisdiction of the Religious Courts. The High Commissioner decides, in case of question, whether any action shall be withdrawn from the Civil Courts.

10. The Maronite Community, on proof of having exercised jurisdiction in matters of personal status in the Ottoman regime, has been recognised as a Community under the Palestine Order in Council exercising that jurisdiction over its members.

11. The Municipal Benches at Jerusalem, Jaffa, Haifa and Gaza dealt with a very large number of petty offences, principally against traffic and health regulations. That they might function more easily the Municipal Courts (Amendment) Ordinance was passed reducing the minimum number of each Bench to two members; where opinion is divided the case is retried by a Bench with an odd number of members. Any person sentenced to imprisonment by a Bench has now a right of appeal to the District Court and, if fined, may apply to the President of the District Court for leave to appeal.

12. Under the Courts Ordinance a foreigner charged with a capital offence is tried by the Court of Criminal Assize composed of the Chief Justice, or the Senior British Judge of the Supreme Court, the President of the District Court and one other judge, or by a single British judge of the Supreme Court; and for an offence triable by the District Court, by a Court of a single British judge or containing a majority of British judges.

By an agreement with His Majesty's Government signed on the 3rd December, 1924, the United States of America consented to the administration of Palestine pursuant to the Mandate and the position of United States citizens in Palestine will be identical with that of the citizens of States members of the League of Nations.

The agreement provides that Extradition Treaties between the United States and Great Britain shall apply to Palestine.

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13. The Extradition Ordinance applying to Palestine the Extradition Treaties between His Majesty's Government and Foreign Powers establishes a system similar to that of the English Acts. To demands for the extradition from Palestine of foreign fugitive offenders the Treaties in existence apply as to demands for extradition from the United Kingdom.

An application under the Ordinance for extradition of two persons charged with complicity in a bankruptcy committed in Italy was made on behalf of the Italian Government. An order for extradition was issued by the British judge and confirmed by the High Court, to which an application for a writ of habeas corpus was submitted, and an application has now been presented to the Privy Council for special leave to appeal from its decision.

The provisional agreements for extradition between Palestine and Syria, and Egypt, respectively, are deemed to have been made applicable by a Proclamation under the Ordinance; but their special procedure prevails so far as it differs from the procedure of the Ordinance.

The agreements with Syria and Egypt continue to work satisfactorily but will shortly be replaced by agreements between the two Mandatories.

As between Palestine and Transjordan special extradition arrangements exist which are to be embodied in a definite agreement.

14. The following Ordinances on administrative and fiscal matters were enacted :—

(1) The Game Preservation Ordinance amplifying the powers prescribed in the Ottoman law for the protection of game and the granting of licences to shoot game.

(2) The Expropriation of Land Ordinance removing certain doubts with respect to the application of the Ottoman Laws of Expropriation.

(3) The Road Transport (Motor Vehicles) Amendment Ordinances (*a*) empowering the Inspector-General of Police to make regulations for exemption from registration and fees of private motor vehicles registered abroad and brought into Palestine by tourists; (*b*) providing for the accession of Palestine to International Conventions to facilitate the international circulation of motor cars; (*c*) authorising the High Commissioner to arrange with the Government of a neighbouring territory for the reciprocal registration of public motor vehicles plying in both territories.

(4) The Animal Tax (Amendment) Ordinance remedying the defects of the Ottoman law in respect to the penalties for the concealment or removal of animals prior to enumeration.

(5) The Plant Protection Ordinance enabling measures to be taken to prevent the introduction and spread of plant disease.

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(6) The Prevention of Crime Ordinance giving extended powers to the District Authorities in dealing with crime in Tribal Areas.

(7) A series of Ordinances concerning Customs :—

(*a*) The Customs Frontiers and Prescribed Routes Ordinance (enacted in view of the transfer of the Metullah salient) prescribing that the High Commissioner may by Order vary the political frontiers of Palestine for the purposes of Customs Duties and declare routes and places of entry and exit for any class of goods liable to Customs Duties.

(*b*) The Customs Duties Exemption Ordinance consolidating the law on exemption from Customs Import Duties, and providing for the exemption of all agricultural machinery, animals, plants, etc., imported for agricultural purposes, and industrial machinery.

(*c*) The Customs Duties Amendment Ordinance establishing a system of specific in place of *ad valorem* duties on many articles and increasing the *ad valorem* duty on certain luxury articles.

(8) The Copyright Ordinance introducing as the Law of Copyright the Imperial Act of Parliament of 1911 which was extended to Palestine by Order in Council.

(9) The Patents and Designs Ordinance (enacted the 1st January, 1925) replacing the inadequate Ottoman law by a measure based upon the English law, except that there is no examination as to novelty of an invention, and providing for the registration of patents granted in the United Kingdom in accordance with the resolutions of the Imperial Conference.

(10) The Railway Lands Vesting Ordinance vesting in the Government, subject to payment of compensation, lands occupied for railway construction by the British Army or the Palestine Railways.

(11) The Werko Tax and Municipal House Rate Validation Ordinance validating the imposition of werko (land) tax and municipal house rate which had, in certain places, been assessed since the Occupation otherwise than prescribed by the Ottoman law.

(12) The Charitable Trusts Ordinance establishing a system of trusts for charitable purposes under the control of the civil law and the Civil Courts. The Court may declare the existence of a trust if satisfied that any property is held by the owner under an obligation to use it or the income for charitable purposes. Where a trust was created under foreign law, the Court applies that law so far as the public policy of Palestine permits. Immovable property transferred for charitable pur-

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poses is to be sold, save buildings required for the purposes of the trust, or if the High Commissioner permits retention for charity. The Ordinance does not affect waqf property devoted to charitable purposes.

(13) The Wireless Telegraphy Ordinance empowering the establishment and regulation of wireless telegraph installations, visual and sound signalling and similar methods of communication.

(14) The Bills of Exchange (Protest) Ordinance prescribing that a bill of exchange shall not be protested on any of the weekly days of rest of the different religious communities or on any legal holiday proclaimed in the Gazette, but on the day following; but interest is calculated from the date of maturity.

(15) The Tobacco Taxation (Amendment) Ordinance maintaining for a further year the reduced rate of tax (£E.2 per donum) on land sown with Turkish tobacco.

(16) The Companies Ordinance providing for certain changes of detail in the Companies Ordinance.

(17) The Debentures Ordinance providing for the issue of debentures and the creation of mortgages by Companies and Co-operative Societies.

(18) The Palestine Jewish Colonisation Association (Edmond de Rothschild Foundation) Ordinance incorporating the Palestine Jewish Colonisation Association, to which were transferred the various enterprises in Palestine of Baron Edmond de Rothschild and the Jewish Colonisation Association.

15. Thirty-two Palestinian companies were incorporated, with a total capital of £E.334,195, and including five banks, an insurance company, two publishing companies, a boarding school, a sports club and an association for producing opera. There are now ninety-six companies on the register.

Thirteen foreign companies were registered, among them the "Arcos" Company, representing the co-operative organisation of Soviet Russia, the International Committee of the Young Men's Christian Association, the American Zion Commonwealth for the promotion of agricultural settlement in Palestine, and four insurance companies.

Twenty-six co-operative societies were formed, including an Arab Tobacco Growers' Society, the first of its kind in Palestine; the rest were Jewish associations, principally Building Societies and Co-operative Credit Societies, but among them was the Jewish Co-operative Labour Association, a large contracting enterprise with several branch societies of producers and consumers.

There are now sixty-six co-operative societies registered.

The American Fruit Growers, Limited, and the Haboneh Anglo-Palestine Company (a building enterprise), both foreign companies, were wound up during the year, the first by order of the Court on a petition of creditors, the second by voluntary liquidation. No co-operative society was dissolved.

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One hundred and eighty-three trade marks were registered and provisional registration was granted of four patents.

Fees collected.	*£E.m/ms.*
Palestinian Companies	2497.100
Foreign Companies	772.500
Co-operative Societies	122.000
Trade Marks	968.000
Patents	72.950
Miscellaneous	125.560
Total	£E.4558.110

16. The completion of the fourth year of the Law Classes shows no falling off in the number of applications. At the beginning of the academic year forty-four Arab and twenty-nine Hebrew students were entered, and at the end 118 students, divided between the three years of study, presented themselves for examination. New regulations for the admission of students were issued raising the educational standard. Thirty-six students passed the entrance test for the 1924–25 session.

The course of study has now been extended to four years, with new subjects, such as history of law and medico-legal jurisprudence.

Twenty-four third-year students passed the examinations at the end of 1923 and received certificates of proficiency entitling them to admission as advocates after two years' apprenticeship in an advocate's office.

Four students who had passed their examination and completed their " stage " were also admitted as advocates before the Civil Courts.

Eight out of ten candidates passed the foreign advocates' examination in January.

The Chief Justice has fixed quarterly call days before the High Court for admission of new advocates.

List of Ordinances, 1924.

No. 1. Game Preservation Ordinance.
No. 2. Foreign Imports Additional Duty (Amendment) Ordinance.
No. 3. Road Transport (Amendment) Ordinance.
No. 4. Arrest of Offenders and Searches Ordinance.
No. 5. Expropriation of Land Ordinance.
No. 6. Appropriation (1923–24) Ordinance.
No. 7. Supplementary Appropriation (1922–23) Ordinance.
No. 8. Animal Tax (Amendment) Ordinance.
No. 9. Magistrates' Courts Jurisdiction Ordinance.
No. 10. Plant Protection Ordinance.
No. 11. Contempt of Court Ordinance.
No. 12. Palestine Jewish Colonisation Association Ordinance.
No. 13. Law of Evidence (Amendment) Ordinance.

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No. 14. Prevention of Crime Ordinance.
No. 15. Customs, Frontier and Prescribed Routes Ordinance.
No. 16. Copyright Ordinance.
No. 17. Railway Lands Vesting Ordinance.
No. 18. Extradition Ordinance.
No. 19. Werko Tax and Municipal House Rate Validation Ordinance.
No. 20. Wireless Telegraphy Ordinance.
No. 21. Courts Ordinance.
No. 22. Trial Upon Information Ordinance.
No. 23. Customs Exemption Ordinance.
No. 24. Customs Duties (Amendment) Ordinance.
No. 25. Road Transport (Amendment) Ordinance, No. 2.
No. 26. Charitable Trusts Ordinance.
No. 27. Civil Trial of Members of the Forces Ordinance.
No. 28. Proof of Foreign Documents Ordinance.
No. 29. Companies (Amendment) Ordinance.
No. 30. Supplementary Appropriation Ordinance.
No. 31. Bills of Exchange Protest Ordinance.
No. 32. Municipal Courts (Amendment) Ordinance.
No. 33. Patents and Designs Ordinance.
No. 34. Debentures Ordinance.
No. 35. Road Transport (Amendment) Ordinance, No. 3.

Cases Pending, Entered and Decided during 1924.

A.

Court of Appeal.

	Pending 1.1.24.	Entered during year.	Decided during year.	Pending 31.12.24.
Civil	153	336	301	188
Criminal ..	51	339	351	39
Total ..	204	675	652	227

B.

High Court.

September, October, November and December, 1924.

	Pending 1.9.24.	Entered during year.	Decided during year.	Pending 31.12.24.
Total ..	—	16	14	2

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C.

Court of Criminal Assize.

September, October, November and December, 1924.

	Pending 1.9.24.	Entered during year.	Decided during year.	Pending 31.12.24
Total ..	—	22	13	9

D.

District Courts.

	Pending 1.1.24.	Entered during year.	Decided during year.	Pending 31.12.24.
Civil	193	1,750	1,725	218
Criminal ..	144	1,580	1,590	134
Total ..	337	3,330	3,315	352

E.

Land Courts.

	Pending 1.1.24.	Entered during year.	Decided during year.	Pending 31.12.24.
Total ..	482	773	824	431

F.

Magistrates' Courts.

	Pending 1.1.24.	Entered during year.	Decided during year.	Pending 31.12.24.
Civil	395	31,943	31,729	609
Criminal ..	124	20,513	20,463	174
Total ..	519	52,456	52,192	783

G.

Municipal Courts.

	Pending 1.1.24.	Entered during year.	Decided during year.	Pending 31.12.24.
Total ..	353	7,263	7,402	214

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V.—EDUCATION.

1. The estimates of the Department of Education for 1924–25 amounted to £E.103,080, compared with £E.104,296 for the previous year.

2. Of twenty-one in the graduating class of the Men's Training College, twelve were awarded diplomas. There are fifty-seven students in the College under contract to become teachers. The decrease of twenty-three since last year is due to a reorganisation designed to provide a full secondary education in the College for pupils from provincial town schools where no secondary course is available. Some of the vacancies were consequently filled by fee-paying students, and the curriculum has been correlated with the secondary syllabus. The College now consists of a third-year and a second-year class, each in two divisions. Two graduates of the American University of Beirut were appointed to the teaching staff.

3. An experienced Egyptian Moslem lady teacher has been appointed to the staff of the Women's Training College. Two Moslem students were sent to complete their training at the Women's Elementary Training College, Cairo, in addition to the two Christian students already in residence there.

4. The aim of the Civil Administration has been to promote the elementary education of all children between the ages of seven and fourteen. Approximately seventy-five village schools were opened each year up to and including 1922–23. The villagers provide an approved building and the necessary equipment; the teaching staff, generally one, sometimes two or more teachers, is appointed and paid by Government which supplies free books and school materials. Consistently bad attendances or unsuitable accommodation leads to the removal of some schools to more deserving villages. A few schools have also been opened in towns on the same basis. Financial stringency made it impossible to continue this scheme in 1923–24 or in 1924–25.

During the year new buildings were erected or existing schools enlarged by the inhabitants in twenty-one villages.

There exist to-day 266 village schools of which ten only are for girls. Most of the teachers in these schools are untrained, but on the whole adequate.

5. The elementary town schools, numbering forty-six (twenty-seven for boys and nineteen for girls), are located for the most part in the same place, and often in the same building, as in the Ottoman regime. They are insufficient to meet the needs of the population, and in all the larger towns many children are unable to obtain admission.

Education in these schools is free, save in the Mamuniya Girls' School, Jerusalem, where a yearly fee of PT.150 is charged, except to 25 per cent. of the poorer scholars, who are exempted by examination. In town schools books and materials are paid for by all pupils who can afford it; in village schools they are provided gratis.

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6. Two hundred and thirty-six boys in all are now receiving secondary education in Government schools. The chief obstacle to progress in this direction still lies in the fact that most of the teachers possess only elementary qualifications.

The laboratory equipment and books in use in the secondary sections have much improved.

The yearly fees charged in secondary sections are : first year class, PT.150, second year, PT.200, third year, PT.250, fourth year, PT.300.

Boarders at the secondary section of the Men's Training College pay £E.18, and students £E.3 per annum; all pupils subscribe towards games and library.

7. A revised elementary syllabus was put into operation in Government Schools at the beginning of the school year 1924–25; it provides for one or more preparatory years in an infant section and introduces elementary science in the fifth and sixth years.

8. In Government schools, where all or nearly all the pupils use Arabic as their mother-tongue, the language of instruction is Arabic throughout. In higher elementary and secondary schools, and in the Training Colleges, English is taught as a foreign language through its own medium.

9. Group " Intelligence Tests " were applied in six of the principal boys' schools. It appears that, age for age, the mental development of the Palestinian child is somewhat behind that of the average English child, but the discrepancy diminishes in the secondary years. The remedy seems to be the improvement of the social environment, more especially by means of female education, for which the demand is now increasing.

10. More attention is being paid to technical instruction in certain secondary schools, notably at Jaffa and Hebron, where book-binding, carpentry, or broom-making are taught to all senior pupils. School furniture is made and repaired by the boys and school gardens are being extended.

The opening of the Technical Institute at Haifa, which is maintained by a special Jewish body, should do much for the improvement of technical education among the Jewish youth. The Institute is under the temporary supervision of Mr. Arthur Blok, recently of the Institute of the Croydon Polytechnic, who was given special leave of absence for the purpose by the British Patents Office; an evening school for workmen in building, metal-work, and woodwork has been opened in the Institute.

The School of Weaving for girls, conducted by the Catholic Women's League, is doing satisfactory work on a small scale.

The Agricultural School of the Alliance Israelite Universelle at Mikveh Israel continues to prosper; its course lasts three years, forty students passing each year. Most of the students are Jews but there are a few Moslems.

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11. Communities are given full rights to maintain schools for the education of their children. All schools existing before the Occupation have been registered, and following Turkish law, schools opened since that date must be registered before they are sanctioned; this requirement tends to raise hygienic and educational standards. But in practice educational requirements of any importance are imposed only on schools receiving a grant-in-aid.

12. In higher elementary and secondary private Moslem schools English is taught as a foreign language; the medium of instruction in all is Arabic.

The Raudat al-Ma'aref in Jerusalem and the Najah School in Nablus provide a course of secondary education.

13. In the great majority of modern Jewish schools Hebrew is used; in the Evelina de Rothschild Girls' School and in the Schools of the Alliance Israelite, English and French respectively are the principal medium in the upper classes. English is taught in all, and French in a few, Jewish higher elementary or secondary town schools; Arabic is on the syllabus of Jewish Training Colleges and secondary schools. In the old-fashioned Orthodox schools, which impart a religious education exclusively, Yiddish is still the language of instruction.

Immigration has increased the rolls of Jewish schools by 3,000 since 1923; existing schools, particularly of the Palestine Zionist Executive, the Alliance Israelite and the Workmen's Association, have been expanded accordingly and new kindergartens and schools opened. An Orthodox Women's Training College has been established in Jerusalem. Summer vacation courses in handwork and in methods of teaching at Jerusalem and Tel Aviv were attended by 200 teachers from Hebrew elementary schools and kindergartens. There were 10,000 visitors in April to an exhibition of Jewish schoolwork in Jerusalem organised by the Palestine Zionist Executive.

The Hebrew University building on Mount Scopus is partly completed, with accommodation for the Institutes of Biochemistry and Jewish Studies; the professorial staff numbers four.

The University Library has acquired the famous Goldziher collection of 6,000 volumes of standard Islamic and Arabic works.

A movement is on foot to transfer to Palestine well-known "Yeshibas" (Rabbinical schools) of Eastern Europe; one is already established in Hebron and a second in Petah Tikvah.

14. In the schools of foreign missionary bodies, or under national auspices, the language of instruction is English, French, Italian, Greek or Armenian, as the case may be; but Arabic and English are taught in nearly all.

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The Orthodox Christian lay community conducts important schools in Haifa and Jaffa, and recently opened a new boys' school in Jerusalem. The Jaffa school has a girls' section.

There are a few Moslem private schools.

15. Absence of funds still confines the system of Grants-in-aid to non-Government schools offering an elementary or secondary education; schools which provide religious or purely technical instruction only, or fail to attain the standard of Government elementary schools are ineligible. The grants, which are made on a *per capita* basis, were allotted in 1924 as follows among 249 schools, representing 24,327 pupils :—

Moslem	... ...	£E. 410
Jewish	... ...	£E.3,065
Christian	... ...	£E.1,485
Reserve	... ...	£E. 40
	Total	£E.5,000

In the previous year £E.5,200 was distributed among 244 schools with 20,840 pupils.

16. Three out of twenty-five candidates passed the Higher and twelve out of 118 the Lower Certificate Examination for Teachers. A Special Examination in Arabic and Moslem Religion was introduced for the first time. There were three candidates for the Higher and six for the Lower, but none reached the high standard set.

The Civil Service Examination has been discontinued.

In the language examinations for Government officers eight out of fourteen passed in elementary and two out of three in advanced Arabic, and three out of four in elementary Hebrew.

An elementary examination in Arabic was held for British Gendarmes; fourteen out of twenty-nine candidates passed.

The first Palestine Matriculation Examination held by the Council of Higher Studies in July in the three official languages was devised to meet the needs of all secondary schools on the lines of the School Certificate Examination of the Oxford and Cambridge Joint Board. Nine out of twenty-four candidates passed; the examination has been recognised by the American University of Beirut, which admits successful candidates to its Sophomore year.

One Palestinian candidate passed the Matriculation Examination, and one the Intermediate Science Examination of London University, which were held in Jerusalem under the supervision of the Department of Education.

The four students sent to the Beirut American University in 1923 have satisfactorily completed their first year.

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17. A " Society for the Promotion of Higher Studies among Moslems " has been formed which is conducted entirely by and for Moslems in Palestine. The Society has sent three students to Beirut University, paying their fees in whole or part; the students are to discharge the debts on completion of their course.

18. It is proposed by His Majesty's Government, with the consent of the executors, to divide the bequest of the late Mr. Kadoorie, of Shanghai, approximately £E.120,000, for the establishment of schools in Palestine, equally between a project for a Jewish secondary school in Jerusalem and an agricultural school for Arabs at Tulkarem. In both it is intended to instil as far as possible the spirit of the English public school, while at the same time local aspirations will be allowed freely to develop, and Hebrew and Arabic respectively will be the medium of instruction. Only a part of the total sum will be expended on building and equipment, the remainder being set aside to provide endowment funds.

19. The Baden Powell Boy Scouts' Association has now sixty-four troops with 1,360 scouts, all Moslem or Christian. A successful rally was held in March, and a training camp for scouters in September.

A party of scouts attended the Imperial Jamboree at Wembley.

The Hebrew Boy Scouts' Association, consisting of ten troops with 265 scouts, also organised a training camp.

The Girl Guide movement is represented by a Ranger company, six companies of guides, and two Brownie Packs; a party attended the World Camp at Foxlease.

20. Village school teachers have been trained, under the supervision of Medical Officers, to carry out treatment of trachoma. Two hundred thousand pamphlets in Arabic or Hebrew on hygienic topics were distributed among all schools during " Health Week," and suitable lectures given to the children.

On Arbor Day 18,348 trees were planted in Government school gardens.

Statistical.

There are 314 Government schools, of which forty-six are town schools and 266 village schools. In the town schools there are 5,056 boys and 2,928 girls, in the village schools 10,371 boys and 669 girls, a total of both sexes in all schools of 19,024 pupils.

There are 399 non-Government schools, of which 45 are Moslem, 180 Jewish, and 174 Christian; and on their rolls there are, respectively, 2,987 Moslems, 19,725 Jewish, and 14,511 Christian pupils.

There are, among the non-Government schools, twenty-six special or technical institutions, including Training Colleges, Commercial and Agricultural Schools and Theological Seminaries; in these there are 122 teachers, 929 boys and 758 girls.

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By communities the approximate percentages of school attendance of children are as follows :—

5–14 years : Moslem, 14 per cent.; Jewish, 85 per cent.; Christian, 76 per cent.
15–18 years : Moslem, 8 per cent.; Jewish, 53 per cent.; Christian, 62 per cent.
5–18 years : Moslem, 13 per cent.; Jewish, 78 per cent.; Christian, 73 per cent.

The process of development of Government schools since the establishment of the Civil Administration is indicated in the following table :—

Year.	*Schools.*	*Teachers.*	*Boys.*	*Girls.*
1919–1920 ...	124	—	—	—
1920–1921 ...	171	408	8,419	2,243
1921–1922 ...	244	525	13,656	2,786
1922–1923 ...	311	639	16,606	3,033
1923–1924 ...	314	672	16,046	3,285
1924–1925 ...	314	670	15,509	3,655

The numbers of schools include training colleges and secondary sections of elementary schools.

VI.—HEALTH.

1. The year was marked by a notable advance in the control of malaria and trachoma; by a beginning in pilgrim quarantine on the Hejaz and Sinai Railways, and the extension of the movement for municipal participation in the conduct and cost of local hospitals. Save in Jerusalem, Tulkarem, Acre and Haifa, the end of the year saw local hospital committees everywhere constituted to direct at their own charge the non-technical services of the hospitals founded and hitherto entirely maintained by Government.

Arab and Jewish villagers have actively co-operated in anti-malarial drainage, and in the installation and improvement of water supplies; tradesmen and manufacturers have shown themselves ready to regulate the conditions of their shops and trades as prescribed by Ordinance. To Departmental instruction of plumbers is due the better drainage system of the newer houses and factories. Main drainage in municipal areas is still, however, lacking.

2. Measles is again responsible for a higher death-rate; little can be done to prevent the spread of this disease or to provide medical and nursing aid. Typhoid, typhus and dysentery affected only the Jewish population but with low incidence. In the Metullah salient, before general vaccination could be practised, there was an outbreak of smallpox with seventeen cases, among an isolated Bedu tribe. Four cases occurred in Jaffa among Yemenite immigrants. Fifty-four thousand and sixty-one persons were vaccinated by Medical Officers.

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Malaria is progressively less prevalent, as is indicated by the percentage of dispensary patients treated for the disease: in 1922 this was 7·2 per cent., in 1923 4·9 per cent., and in 1924 3·8 per cent.

In nine months of 1918 118 persons died in Jerusalem from malaria; in 1924 only two.

Considerable works of swamp reclamation have been or are being carried out under the supervision of the Department of Health, the Malaria Survey Section and the Research Unit; as a result, the malarial marshes of the coastal plain of Esdraelon, the Jezreel Valley and Galilee are gradually disappearing and the soil is returning to cultivation and settlement.

Acute conjunctivitis was rife in 1924. Of twelve projected Government Ophthalmic Clinics to operate by the generous arrangement of the Order of St John, under the supervision of the Warden of the British Ophthalmic Hospital, Jerusalem, those in Nablus, Ramleh, Gaza and Beersheba are already in existence.

Fifty thousand school children were kept under medical observation for trachoma.

In October–November two cases of bubonic plague occurred in Jaffa.

Acute poliomyelitis and cerebro-spinal meningitis were reported in two and three cases respectively; tuberculosis in 479 cases, with 163 deaths; schistosomiasis in 28 cases, 21 being in Jaffa district where this disease is endemic.

There were nine cases of hydrophobia in untreated cases; anti-rabic measures were energetically practised by the Departments of Health, Agriculture, and Police, and over 8,000 dogs and jackals destroyed by strychnine bait in the first nine months of the year.

3. Up to the end of October, 25,352 births and 14,243 deaths had been recorded, increases of 3,928 and 836 respectively over the corresponding period of 1923.

An increase of nearly 100 per cent. in disembarkations over 1923 added considerably to the work of the ports' quarantine service.

The accommodation and sanitary arrangements of the Haifa lazaret have been improved.

Two thousand Palestinians made the pilgrimage to Mecca and about 2,502 Moslem pilgrims of other countries visited the holy shrines in Palestine, including some 600 who come overland via Akaba and Maan and received their first quarantining at Haifa.

The Quarantine Board of Egypt has undertaken to establish a station at El Arish for the mutual protection of Egypt and Palestine should either country become infected.

5. Nineteen pupil nurses passed their qualifying examination, and nine pupil midwives, trained at the Princess Mary Maternity Centre, were granted certificates.

Ninety licences to practise were granted to doctors, sixteen to pharmacists, thirty-six to dentists, and thirty-one to midwives.

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6. The adhesion of Palestine to the International Opium Convention was notified by His Majesty's Government in August. Twelve kilograms of opium, 615 of morphine, 4,137 of cocaine and 125 of heroin were imported under permit; several contraband consignments of dangerous drugs were seized.

7. In the Government laboratories 18,000 routine examinations were made; the chemical laboratory has engaged in research relating to the recovery of potash from Dead Sea brine. Twenty-four thousand doses of anti-rabic vaccine were prepared and 819 persons treated. Anti-typhoid and anti-cholera vaccines have also been manufactured for use among immigrants and pilgrims.

VII.—POLICE AND PRISONS.

1. Two hundred and eighty-two other ranks were enlisted during the year into the Palestine Police, sixty resigned and 220 were discharged.

Discipline continues steadily to improve; only one officer and six other ranks were tried and convicted by Courts of Discipline. Good conduct pay and badges prove an incentive to orderly conduct. £E.245 was distributed in rewards for meritorious services. A police inspector was awarded the King's Police Medal for gallantry in effecting the capture of a notorious and dangerous outlaw.

The average daily number of sick was fifteen; 139 other ranks were admitted to hospital and two died.

2. It has not yet been possible to reopen the Training School, and the progress of the Force is consequently retarded.

Telephonic communications between certain police posts have been improved.

Traffic control is more effectively exercised. 5,451 persons were prosecuted for contraventions and 4,507 convictions obtained. There were only three fatal accidents, compared with twelve in 1923.

3. A Government Commission was appointed at the end of 1923 to investigate prison conditions; it recommended the provision of an increased scale of clothing and bedding and minor alterations to prison buildings to secure proper ventilation of cells, improvement of ablution and disinfecting arrangements and prevention of overcrowding. Many of the recommendations are being carried out.

Health and discipline in the central prisons were good.

A special hospital for tuberculous prisoners was opened in the Acre prison with accommodation for twenty-four patients; fifteen prisoners are receiving treatment.

At Jerusalem the female section has been segregated.

The prison industries maintain their high standard at Jerusalem; a laundry has been added and the weaving section transferred to Acre.

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From Acre fifty prisoners are working on the Ras-el-Nakura road. Jail labour gangs continue their useful services to Government departments and to the Royal Air Force.

On the 1st January, there were twenty-two boys in the Howard Home Reformatory; twenty-nine were admitted and twenty-nine discharged during the year. The boys receive a grounding in elementary education, and are taught shoemaking and gardening.

4. In addition to the Government Police Force Municipal Police Forces are maintained from municipal funds that are under the general control of the District Commandants of Police. Except in Tel Aviv they act as night watchmen only. Their organisation is not altogether satisfactory and their numbers are inadequate. Measures for an improvement in these directions are under consideration.

5. There has been a marked decrease of highway robbery; ninety-three such crimes were committed in 1924, compared with 177 in 1923.

Comparative Tables of cases handled by the Police and Heinous Crimes.

	Cases.	*Heinous Crimes.*
1921	11,098	650
1922	13,531	699
1923	16,700	637
1924	16,833	614

The increase of 50 per cent. of cases in the past four years does not reflect an increase of crime, but is accounted for by offences against Ordinances enacted since 1920, by which many additional offences and misdemeanours have been made punishable, principally the Road Transport Ordinance (against which there were 5,461 offences in 1924), the Firearms Ordinance (116 offences), the Immigration Ordinance (226 offences), and the various Ordinances dealing with sanitary requirements (351 offences).

Public confidence in the police is also responsible for readier notification of crime by the injured parties.

Comparative Table of incidence of the most frequent forms of Heinous Crimes.

	Murder	*Highway Robbery.*	*Burglary and Housebreaking.*	*Animal Theft.*
1921 ...	128	135	34	193
1922 ...	142	180	83	182
1923 ...	121	177	55	45
1924 ...	95	93	99	37

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The aggregate of murder, manslaughter and attempted murder cases (171) is relatively high; but traditions of feud, and of vindication of family honour, are still strong in Palestine, and the Ottoman Penal Code is lenient towards such offenders. Burglary has been common; only in fourteen burglaries, however, was property stolen exceeding £E.50 in value.

The notable crimes of the year were the murder of two warrant officers of the Duke of Wellington's Regiment by armed robbers on the Jerusalem-Jaffa road in January; the shooting of two Jews by Arabs at Jaffa in March during a Jewish masquerade, and the shooting of an Arab on the same day near Tel Aviv; the murder of a Czechoslovak foot-traveller, and the wounding of his wife by robbers near Nablus, also in March; the murder by Beduin of three policemen captured near Beersheba in May; and the assassination of a well-known Dutch Jew in Jerusalem in June by persons unknown.

The guilty persons in the first and third murder were detected and have suffered the death penalty.

Sentence of seven years penal servitude was passed upon the ringleader of a group responsible for the circulation of forged Ottoman Public Debt Administration and Hejaz revenue stamps, counterfeited in Austria.

6. During the year seventeen prisoners effected their escape from custody, local lockups, hospital or labour camps. Two were shot dead in the attempt, of whom one was a prisoner in Jerusalem prison under death sentence.

Ninety-four 'wanted" criminals were arrested during the year. Muhammad el-Sous, a notorious highwayman, under sentence of death in default, who made periodical forays with his gang into Palestine from Transjordan, was eventually shot dead by a police patrol near Hebron.

Seven fugitive offenders were arrested and handed over to the Syrian Police; six were extradited to Palestine from Syria, six from Egypt and eighteen from Transjordan.

7. A Convict Record Office has been established with revised methods based on the system of Scotland Yard for taking finger prints and photographs of prisoners; personnel has been trained for the work.

GENDARMERIE.

Increasing effect has been given to the policy of employing both Sections of the Gendarmerie on civil police duties.

British Section.

To co-operate with the Syrian Authorities against armed brigandage on the northern Transjordan border, a detachment was posted in August to Irbid where it remained under the orders of the Officer Commanding the Transjordan Reserve Force until the beginning of the rains.

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For the second half of the year the Gaza Police were reinforced by a half troop of British Gendarmes.

The Customs Post at Ras-el-Nakura has been placed in charge of personnel of the Section.

An officer and warrant officer were transferred to the Palestinian Section, and one Officer seconded, while several non-commissioned officers were lent as instructors.

The Section supervised the construction of village roads, of which many are fit for wheeled traffic in all weathers.

The licensing of vehicles under the Road Transport Ordinance has been entrusted to members of the Section which also assists the Police in the enforcement of the Ordinance and in traffic control.

The accommodation of the Section is being gradually improved, and its health has been excellent.

Palestinian Section.

The Section is divided into Headquarters, seven cavalry troops, each fifty-four strong, and a camelry troop, seventy strong.

One hundred and four recruits were enlisted; and one hundred and two men discharged, including six on medical grounds and fourteen on disciplinary grounds.

There has been no difficulty in recruiting Arabs and Circassians, but suitable Jewish recruits are not forthcoming in sufficient number as they are drawn mostly from the immigrant class which lacks the necessary local knowledge and is not always familiar with the languages of the country.

The Section is now employed on police duties throughout the Frontier Zone; in the Beersheba district urban police duties are also undertaken, though with some loss of military efficiency.

A troop is stationed at Metullah to control the recently ceded territory; signal communication is maintained by heliograph with Rosh Pinah.

Several useful reconnaissances for water, correction of map sheets, etc., have been made; the Jordan was reconnoitered from Lake Huleh to the Dead Sea, and over seventy fords were located, identified and mapped.

The authority of non-commissioned officers has been enhanced by their greater self-confidence, and the officers have established more effective command by fluency in the vernacular.

All troops passed the Royal Air Force tests in co-operation with aircraft, and were satisfactorily examined in rapid turn-out in marching order, signalling, Lewis Gun work, and dismounted action.

An officer of the Section is undergoing a course in wireless telegraphy with the Royal Air Force in Palestine, in order to train personnel in the use of wireless installations of Royal Air Force type.

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Troopers displayed creditable skill in competitions for jumping, sword and lance exercises, which were judged by Army officers.

Musketry, however, is unsatisfactory on account of the inaccurate type of rifles in use and restricted range facilities.

The scattered disposition of the Section hinders the prompt provision of veterinary aid; but casualties among animals have been limited by improved stabling, grooming and horsemastership, which have correspondingly increased the mobility of the Section.

Health was good and medical attendances satisfactory; there were one hundred and ninty-two admissions to hospital and four deaths.

General sanitation is much better, each troop has a medical orderly (tamurgi) qualified by attending a course with the Department of Health.

Clothing and equipment also are now adequate; mosquito nets are issued in malarious stations. The camel corps has been equipped with Beersheba camels and local saddlery and water skins; this change was successfully tested in a nine days' trek over difficult country.

Thirty-six troopers qualified as signallers at the Signal School, Sarafand; each troop mans two signal stations, and daily communication is maintained, weather permitting, between Beersheba and Tel-el-Milh and Rosh Pinah and Metullah.

The Section was instrumental in the capture of 940 kilograms of contraband tombac and 15,628 kilograms of salt.

Eleven troopers were sentenced by Courts of Discipline and 113 entries made in Regimental Conduct Sheets.

CLASSIFICATION OF PALESTINE SECTION OF GENDARMERIE BY RELIGIONS.

British Officers.	
Church of England	6
Presbyterian	1
Roman Catholic	1
British Warrant Officers.	
Church of England	7
Presbyterian	1
Roman Catholic	3
Other Ranks.	
Christian Arabs	33
Moslem Arabs	221
Moslem Circassians	107
Jews	108*
Druzes	9
Roman Catholic	1
Presbyterian	1
Church of England	2

* Jews are not enlisted for service in the southern end of the Jordan Valley or in the Camel Troop.

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VIII.—POSTS, TELEGRAPHS AND TELEPHONES.

Post Office business increased in all branches.

Cash revenue amounted to £E.123,437, as against £E.110,760 in 1923; expenditure to £E.86,383, as against £E.98,390 in 1923.

The profit on the year's working amounted to £E.37,054, or £E.43,854 with the addition of the excess of the value of services rendered to Government Departments over the value of services rendered by them.

Cash transactions with the public amounted to £E.586,422, and in addition, £E.24,919 was collected on behalf of the Department of Customs.

There was a particularly large increase in the number of letters received from abroad.

The proportion of insufficiently stamped letters received from Great Britain is invariably much higher than from other countries.

A gratifying improvement is to be recorded in the security of matter transmitted through the post. During 1924 only £E.6 was payable for loss or damage to postal packets. Three mailbags were stolen in transit, but in no case was a Post Office official responsible for custody. There was likewise no case in which it was necessary to bring legal proceedings against a Post Office official for theft of matter entrusted to the post.

A daily mail service with Egypt was maintained throughout the year except for one day in March, when a cloudburst washed away the railway in Sinai; it also destroyed the telegraph lines and interrupted communication with Egypt for 25 hours.

The reduction in the issues of Money Orders and Imperial Postal Orders is largely attributable to the increased use of local Postal Orders.

Post Offices were opened at Jericho and Carmel and agencies at Metullah and Yavniel.

An Insured Letters service with Tunis and Poland, an Insured Letters and Boxes services with France, Germany, Egypt and Dantzig, and an Insured Letters, Boxes and Parcels service with Syria and Grand Lebanon were introduced.

Inland telegrams showed a decrease of 6,000 under 1923, to be ascribed to the greater use of the telephone system. Foreign telegrams increased by 16,300.

By superimposing, practically all the long distance lines in the country are used simultaneously for telegraph and telephone purposes.

An " urgent " trunk call service, at double the ordinary rates, has been established.

Public telephone call offices, installed at certain police posts on the main roads, have assisted the police in maintaining public security and proved of much benefit to travellers.

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Revenue and Expenditure, 1924.

	Public Services.	
Revenue.	1923	1924
	£E.	*£E.*
Sale of Stamps	48,458	52,881
Commission on Money Orders	1,030	932
Postal Order Poundage	256	485
Foreign Parcel Post	4,953	5,223
Telegrams	27,768	28,447
Telephones	25,052	31,701
Rent of Letter Boxes	1,569	1,736
Miscellaneous	1,772	2,032
Total ...	110,858	123,437
Expenditure.		
All services except conveyance of mails outside Palestine ...	88,936	77,410
Conveyance of mails outside Palestine	*9,454	6,465
Special expenditure on new cable, etc.	—	2,508
Total ...	98,390	86,383
Balance of Revenue over Expenditure ...		£E.37,054
Balance of Revenue, including value of services rendered to and by other Government Departments		£E.43,854

Estimated Value of Services Rendered to and by Other Government Departments during 1924.

Rendered to other Departments.

	£E.	*£E.*
Official Correspondence	3,010	
Money Order Commission	95	
Telephones	8,010	
Telegrams	1,000	
Maintenance of Railway Telegraphs, Telephones and Signals	4,500	
Customs Services	1,205	
		17,820

* Includes £E.2,884 paid in respect of previous years.

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ESTIMATED VALUE OF SERVICES RENDERED TO AND BY OTHER GOVERNMENT DEPARTMENTS DURING 1924.—*contd.*

Rendered by other Departments.

	£E.	£E.
Railway conveyance of mails ...	2,500	
Railway conveyance of Personnel and Stores	1,900	
Motor Transport	3,500	
Furniture	20	
Water	100	
Rent and repairs to buildings ...	3,000	
		11,020
Credit Balance ...		£E.6,800

PERCENTAGE INCREASES OR DECREASES, YEAR ENDED 31ST DECEMBER, 1924.

	1923	1924	Increase or Decrease. Per cent.
Letters	4,917,000	6,655,000	+ 35
Postcards	660,500	713,000	+ 7·9
Printed Matter and Samples ...	3,030,100	3,258,000	+ 7·5
Parcels	117,200	127,500	+ 9
Telegrams	241,000	252,300	+ 4·7
Telephone Trunk Calls	366,700	468,635	+ 27·8
Telephone Local Calls	5,920,000	7,400,000	+ 20
Postal Orders, Palestine Number ...	*11,238	45,379	+ 202·8*
Value £E.	8,860	37,167	+ 214·6*
Postal Orders, British, Number	33,351	22,311	— 33·1
Issued. Value £E.	24,249	16,510	— 31·9
Postal Orders, British, Number	4,799	2,907	— 39·4
Paid. Value £E.	3,431	2,015	— 41·3
Money Orders, Inland, Number	13,623	12,886	— 5·4
Issued. Value £E.	142,392	148,763	+ 4·5
Money Orders, Foreign, Number	6,856	3,949	— 42·4
Issued. Value £E.	46,862	32,711	— 30·2
Money Orders, Foreign, Number	9,107	10,398	+ 14·2
Paid. Value £E.	38,064	43,024	+ 13
Telephone Subscribers	1,131	1,318	+ 16·5
Telephone Instruments Installed ...	1,551	1,816	+ 17
Telegraph and Telephone Trunk Lines ... ... Km.	10,700	10,360	— 3
Telegraph and Telephone Local Line ... ... Km.	2,882	3,526	+ 22·3

* Nine months only in 1923. Percentage increase based on nine months of the 1924 totals.

IX.—AGRICULTURE, FORESTS AND FISHERIES.

While Government expenditure upon agricultural services has been necessarily limited there has developed a compensating measure of external support and local enterprise. The International Bureau of Agriculture at Rome, the Ministry of Agriculture and Fisheries and the Imperial Institute provide technical advice, literature and material; experimental work is undertaken by foreign and British manufacturers of fertilizers and agricultural

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machinery; important research work continues to be performed by the experimental stations of the Palestine Zionist Executive and the Jewish Colonisation Association. The inspection of markets, slaughter-houses, khans, etc., has been taken over by some local authorities; and municipalities and local councils, and co-operative societies of farmers are assuming responsibility for various activities hitherto exclusively exercised by Government.

The control of epidemic livestock disease and of plague is being vested under the sanctions of the Ottoman Law in local commissions under the chairmanship of District Officers with veterinary or agricultural officers as members.

Villages holding forest areas in collective ownership, or enjoying rights and privileges in State forests are encouraged to provide their own forest guards. Under the Plant Protection Ordinance it is no longer the Government Department but the owner or cultivator who must take the prescribed steps for the control of pests or diseases or bear their cost.

The distribution by Government of Arabic and Hebrew leaflets on agricultural topics is followed by evident results.

At an agricultural show at Nablus in July, approved methods of tobacco-curing, grading and baling, and incubators, barframe hives, and other poultry and bee-keeping appliances were exhibited by the Government Department. The Palestine Zionist Executive has opened an agricultural school for girls at Nahalal (Esdraelon Valley).

The production of the principal winter and summer staples has reached equilibrium; the variations of the past four years may be ascribed to climatic influences. By reason of its superior drought-resisting qualities wheat is displacing barley as a winter cereal. Locally-grown bread grain still fails to cover local demands, and 20,000 tons were imported. The output of rotation crops, beans, peas, lentils and kersenneh shows only seasonal variations, but larger quantities of durra (millet) were available for export in 1924.

The orange and lemon crops increased from 1,189,000 cases in 1921–22 to 1,325,000 in 1923–24, but the production of wine fell from 3,163,000 litres to 2,516,000 litres. The tobacco crop in 1924 was 1,845 tons, which means a surplus for export of 900 tons. A certain amount of tombac is also grown. Four travelling instructors are employed by Government to assist and advise planters, but the inexperience of most planters has resulted in a large percentage of inferior leaf being grown.

Experiments with Virginian bright leaf, Latakia pipe tobacco and Persian tombac are in progress. The cost of producing good average Turkish leaf varies from 9 to 11 PT. per kilogram. A large forward contract for the current crop was made by a (Jewish) Berlin firm of tobacco manufacturers with Jewish growers in the Northern District on exceptionally favourable

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terms. First grade leaf was bought at 24, second grade at 20, and inferior tobacco at 17 PT. per kilogram. Normal market prices are, however, much lower and extensive sales are being negotiated in Egypt and America at about 12 PT.

Expense limits tractor cultivation to a few large estates, and the introduction of cheap steel ploughs, harrows and cultivators, specially manufactured in Great Britain, is therefore being promoted.

The use of chemical fertilizers for cereal and leguminous crops and in orchards, vineyards and plantations, has been successfully demonstrated by Government officers to farmers. During the current season eighty-eight such demonstrations were organised at the expense of the Chile Nitrate and British Sulphate of Ammonia Federations. £E.12,878 worth of chemical fertilizers was imported during the first ten months of 1924.

The extended cultivation of rotation crops and of oil-seeds is being encouraged in every way. A large modern vegetable oil mill, established at Haifa, should draw plentiful raw material from the country. Olive and sesame are local staples; linseed was earlier cultivated on a large scale; hemp, grown round Damascus, should be a Palestine crop also; the castor plant is indigenous in the southern desert; pistachio and ground-nuts abound.

Progress has been made with preliminary experiments in the cultivation of sugar, oil and fibre crops.

The Agricultural Department is undertaking, at the cost of the Palestine Oil Industry (Shemen), Ltd., a series of demonstrations to test the most favourable varieties, soils and planting seasons of oil crops.

Experiments by the Palestine Zionist Executive throughout the Plain of Esdraelon and down the Vale of Jezreel to Samakh prove that good beet, as a winter rain crop, and cane under summer irrigation can be grown in the northern plains and valleys.

Widespread bollworm still prevents any commercial exploitation of cotton in Palestine.

Preliminary experiments in the silk-worm industry were conducted by the Government Department at Acre and Carmel with selected strains of the Syrian worm, and a first sample of woven Palestinian silk was exhibited at the Palestine Pavilion at Wembley.

Vegetable farming has very largely increased during the past two seasons, and with it the practice of irrigation. Field melons, grown throughout the coastal plain, are second only to oranges in export value, and cucumbers and cauliflowers are increasingly exported. Farms for the production of attar of roses and other essential oils and the cultivation of drug plants for *materia medica* are a new feature.

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Veterinary Service.

A laboratory has been improvised at Jaffa, where the Senior Veterinary Officer of the Government Department is engaged in research work. A veterinary post has been established at Gaza to serve the Southern District. Remount boards undertake the selection of mounts for police and gendarmerie, subject to veterinary certificate.

No serious epidemic disease among livestock occurred. Rinderpest in Iraq and Aleppo made it necessary to prohibit the importation of bovines from all ports in Asia Minor and Syria save Beirut. As glanders is prevalent in Transjordan, equines entering Palestine through the Jericho Quarantine station are malleinised.

The infections from every source among all classes of stock were 1,105, with 550 deaths and 106 preventive destructions. The vaccine used in a single-dose treatment of anthrax has given exceptionally good results; in every animal of the 1,966 so protected the disease was immediately arrested. Vaccinations in infected areas limited the mortality from black quarter to eleven. Imported European stock still suffers heavily from tick-borne diseases; a dipping campaign for tick control was organised, with the co-operation of a private firm, and demonstrations were given in methods of tick destruction. Sheep-pox and "foot-and-mouth" disease have been practically eliminated, but pleuro-pneumonia of goats caused considerable losses in one locality. Glanders and epizootic lymphangitis occurred as isolated cases only. Contagious abortion occurred in twelve dairy herds, each infected by an imported European cow or heifer; in consequence such cattle are now admitted only on passing the agglutination test.

Failure of the late rains spoilt the summer grazing and all native stock were in poor condition, but rates of increase are relatively good. Two hundred and twenty-two thousand head of slaughter stock were imported. Prices of livestock and of meat have fallen and all restrictions on export have been withdrawn.

Sanitary slaughter-houses and arrangements for efficient meat-inspection are still lacking in several towns, but regular examination of meat supplies was organised at four additional centres during the year, and three new slaughter-houses are under construction.

Poultry-farming and bee-keeping are engaging much interest; the Government Department employs a travelling instructor to assist in the development of both industries. Modern incubators are imported in large numbers and model poultry houses are being generally adopted. Prices for eggs and table-birds are favourable. Tick-borne spirochaetosis and fowl diphtheria have occurred.

Five thousand kilograms of honey were exported to England in 1923 and realised an average price of £6 per cwt. The crop for 1924, from some 4,000 modern bar-frame hives, is

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estimated at 60,000 kilograms, of which nearly all has been sold; 10,000 kilograms were shipped to England, 8,000 to Egypt and 2,500 to the United States. Local prices are 7 to 8 PT. per kilogram for orange blossom, 6 to 7 for wild mountain and 5 to 6 for field honey.

Forestry.

In the Government Department the agricultural and forest services have been amalgamated, inspectors and sub-inspectors of agriculture assuming the administration of forest law in their areas, and agricultural assistants carrying out the duties of forest rangers.

Some progress was made in the demarcation of State forests during the first half of the year. Six areas of State domain, totalling 18,551 donums, have been transferred to date to the Government Department as State forest; and fourteen, totalling 9,891 donums, constituted State forests by demarcation and registration. The greater part of State forest land remains, however, undemarcated and unprotected.

Extensive olive-planting is being undertaken in the hills. All woods made good growth and there has been natural regeneration from seed in artificial plantations of Eucalyptus and indigenous forests of *Pinus halepensis*.

Ten thousand three hundred and eighty-four felling licences were issued during the year, including 2,168 free licences for house-building, plough-construction, firewood, and charcoal.

A new Government nursery has been established under the irrigation furrow at Beisan. From Government nurseries 90,000 plants were sold and 64,000 distributed gratis for amenity purposes. Forest nurseries have provided about a million tobacco seedlings for general distribution. To encourage and facilitate olive-planting, 381,000 suckers were removed from State and private forests for replanting and grafting.

To the six existing Government plantations, which are progressing well, five additional areas at Beisan, Jericho, Acre, Um Safa, and El Ghoseneh have been added. In the Jerusalem–Jaffa district much private planting of Aleppo and Stone Pines, Cypress and Eucalyptus has been noted.

Valuable afforestation work is being performed by Jewish agencies and the Supreme Moslem Council has made a beginning in the same field. Approximately 500,000 trees, excluding olives, were planted during 1924. Experiments in sand-dune reclamation continue at Acre and Gaza, and new works were begun at Caesarea and Esdud to prevent the encroachment of drift on the railway line. Exotic timber trees are grown in arboreta at the nurseries; new species of Pinus, Cypresses, and Casuarinas are thriving in the Jerusalem area.

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In horticulture, fertilizer experiments for all classes of fruit trees, including vineyards, were organised; methods of preventing "gummosis" in citrus orchards and of drying and packing figs and raisins for the European and American markets imparted by leaflets, lectures, and demonstrations; acclimatisation orchards for new types and varieties of fruit established at the Acre and Jerusalem nurseries; and special courses of lectures in horticulture conducted.

Oranges, olives, and almonds alike furnished excellent yields and realised good prices. Interest in almond-planting has revived; and in fig-planting also in view of local demand for the manufacture of industrial alcohol. Orange and olive groves are expanding to a satisfactory extent. Established orange orchards have been sold at as much as £E.100 per donum; while half-a-million olive suckers have been transplanted in the sub-district of Samaria alone during the past two seasons. The British Empire Exhibition has served to bring Palestine fruits to a more general appreciation.

Systematic fumigation has confined the spread of Black Scale from Syria to the Northern District; 8,000 trees were treated in the Haifa and Tiberias areas. Cyanide powder is now used instead of the dangerous admixture of sulphuric acid and cyanide of potassium. Demonstrations of spraying methods for the control of Fig Scale were arranged in villages on the northern border which have been heavily infected from Syria.

Field mice are being speedily exterminated by gassing machines.

The plant inspection service has been strengthened by the training of veterinary quarantine officers to act as examiners at inland points of entry.

An analysis of soil samples collected during the field operations of the soil survey in 1923 was completed. The fullest possible information on local agricultural practice, water-supplies, character of grazing, timber-resources, etc., is being associated with physical, mechanical, and chemical analysis of the soils. Field work on a second section was carried through in 1924, and 150 samples and accompanying data were collected. The soil-survey laboratory has been moved from the Department of Health, Jerusalem, to the Department of Agriculture and Forests on Mount Carmel.

The catch of fish in 1924 weighed nearly a quarter of a million kilograms, almost exactly double that of 1923, and the average first price per kilogram fell from 10·7 to 6·9 PT. Fishermen are now displaying greater activity and enterprise.

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An official meteorological record is kept at Haifa, Gaza, Jerusalem, Jericho, Jenin, and Beersheba. Second class stations (international grading) exist at Haifa and Gaza from which daily telegraphic reports are furnished for incorporation in the Mediterranean area forecast. Observers are selected from the clerical staff of district offices and receive small monthly allowances. Valuable data are supplied by the Tel Aviv Municipality and several private stations.

1923–24 was characterised by a general autumn drought followed by an almost complete failure of the "latter rains." The 1924–25 season opened with an exceptionally heavy rainfall in the north, and with good rains in the Jaffa, Gaza, and Beersheba districts, but Jerusalem and Jericho again suffered from an abnormally reduced rainfall. An unusually low range in minimum temperature occurred during December and frost was reported from Jericho for the first time in eighteen years.

COMPARISON OF CROP RETURNS FOR 1921, 1922, 1923 AND 1924 IN METRIC TONS.

	1921	1922	1923	1924
Winter Crops.				
Wheat	72,885	87,146	86,457	92,292
Barley	61,328	35,383	26,386	32,210
Beans	4,948	7,275	6,551	4,511
Peas	2,063	781	1,070	1,286
Lentils	4,792	5,593	4,788	2,930
Kersenneh	7,649	7,818	9,844	7,983
Total	153,665	143,996	135,096	141,312
Summer Crops.				
Durra	14,818	23,527	16,353	25,696
Sesame	2,976	3,398	3,654	2,110
Grapes	6,756	6,259	7,417	6,199
Figs	6,189	6,765	6,405	3,323
Melons	18,304	20,210	20,625	20,158
Olives	—	3,755	1,117	3,143
Almonds	436	463	470	774
Olive Oil	594	3,297	2,983	956
Total	50,073	67,674	59,024	62,359
Grand Total ...	203,738	211,670	194,120	203,312
Boxes of Oranges and Lemons. ...	718,780	*1,063,634	1,303,796†	

* Excluding Mulk Property.
† Including Mulk Property.

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Production of Tobacco, 1921–24.

Kind of Tobacco.	1921		1922		1923		1924	
	Donums.	*Yield in Kilos.*	*Donums.*	*Yield in Kilos.*	*Donums.*	*Yield in Kilos.*	*Donums.*	*Yield in Kilos*
Turkish	18	1,000	363	24,000	1,447	94,000	20,230	1,205,375
Baladi	1,761	264,000	4,469	670,000	3,675	551,000	5,215	541,272
Heisheh	—	—	—	—	—	—	913	44,855
Tombac	—	—	—	—	—	—	779	53,843
Total	1,779	265,000	4,832	694,000	5,122	645,000	27,137	1,845,345

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COMPARATIVE STATEMENT OF RAINFALL FOR 1921–24.

Station.	*Yearly Average.*	1921.	1922.	1923.	1924.
Jerusalem ...	24 years 584	327	363	273	468
Nazareth ...	19 „ 615	602	643	545	614
Gaza	14 „ 411	486	420	319	338
Haifa	13 „ 608	650	511	467	798
Jenin	4 „ 364	205	527	354	370
Beersheba ...	4 „ 189	265	209	111	171
Average for six stations ...	— 462	422	445	345	460

ANIMAL CENSUS.

Year.	*Sheep.*	*Goats.*	*Buffaloes.*	*Camels.*	*Pigs.*	*Total.*
1920 ...	262,558	271,733	2,725	8,899	—	545,915
1921 ...	231,622	413,882	1,007	12,753	217	659,481
1922 ...	262,080	482,104	1,217	17,926	930	764,257
1923 ...	270,593	496,160	1,188	16,344	475	784,760
1924 ...	298,024	518,160	1,238	20,294	—	837,716

X.—LANDS.

The general economic revival is reflected in increased transactions in real estate and higher land values. Only three sales in execution of mortgage debts were recorded. Extensive areas of agricultural land approximating to 65,000 donums were purchased by Jewish agencies; but tenant rights were in each case safeguarded by the provision, by the purchasers, of land sufficient for the maintenance of any cultivators inhabiting the areas and their families.

There were 1,224 mortgages contracted, an increase of 220 over 1,924, due mainly to long term loans advanced by Jewish Co-operative and Loan Societies for building purposes.

Every facility towards compliance with the law of compulsory registration of transactions in privately-owned property is offered by Government and investigation of title and preparation of all necessary documents are undertaken by the Land Registries. In 1921—the first complete year of the re-opening of the registries—3,361 transactions were registered; in 1922, 5,117; in 1923, 6,514; and in 1924, 7,113. The transactions in 1924 affected an area of 74,071 donums (72,038) involving a consideration of £E.926,150 (£E.905,472) and producing £E.40,191 (£E.40,788) in fees. The figures in brackets refer to 1923.

Almost all the properties owned by non-Moslem religious, educational, and charitable institutions, but under the Ottoman régime registered in the name of Ottoman subjects, are now recorded in the names of the actual owners.

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An agreement was made with the Syrian holders of an Ottoman concession for the drainage and reclamation of the Lake Huleh marshes by which the concession, substantially amended, will be confirmed, if they raise a capital of not less than £E.100,000 within a year and establish an operating company.

Active drainage works are now in progress in the Kabbara swamps under the concession granted to the Jewish Colonisation Association in 1921 on the basis of a projected Turkish concession. The claims of all Arab squatters were met by agreement after prolonged negotiations. The Association has ceded an elevated site of 2,500 donums in the vicinity where the Arab settlers who are now engaged in the works will be ultimately established.

One hundred and six cases were instituted against Government in the Courts in which private ownership of State land was alleged; 43 were decided in favour of Government, two settled by compromise and in two judgments was partly in favour of Government. Fifty-nine are pending. Government's refusal to recognise claims to uncultivated areas has stimulated cultivation in many villages.

Many dilapidated State Domain buildings and small isolated areas unproductive of revenue and not required for public purposes are being sold.

Demarcation Commission.

The Baisan Demarcation Commission demarcated 451 garden areas in Samakh, Baisan, and five villages besides, and allotted 846 blocks of land and 25 building sites.

One hundred and fifty-six land claims were examined, of which the majority were unsettled at the end of the year; of 343 garden claims, 161 were accepted, and of 392 house claims, 61.

One thousand, four hundred and twenty-seven land forms were completed, including those in respect of land reserved for village common purposes. In all, 58,715 donums of land were affected by the year's work, and a surplus area of Government land, 14,709 donums, has been disclosed.

XI.—SURVEYS.

Five points in the principal triangulation were established to control the survey of the Metullah salient, bringing the total number of points to 100.

Arrangements are in hand for the junction of the Syrian and Palestinian triangulations; this will form a valuable check upon the Palestine system and a link of much geodetic interest between the great meridional chains of Europe and Africa.

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In the coastal plain between Gaza and Haifa, 312 third-order points, covering 3,000 sq. km., and including 43 points of demarcation on the northern frontier, were established and observed: average triangular closing error, 5·7″; average cost per point, £E.6.

In all, 527 third-order points, covering 4,760 sq. km. are now fixed.

In the coastal plain also 1,235 fourth-order points were established, covering 730 sq. km.; average triangular closing error, 11·3″; average cost per point, £E.2.

In addition, 774 traverse points were established at Jerusalem and Caesarea, making a total of 5,423 minor points, covering 1,850 sq. km.

The topographical map of the Baisan area was completed early in the year, 220,000 donums being mapped on the 1/4000 scale; average cost per donum, 1 PT.

In the southern district four village surveys were made on the 1/2000 scale, comprising 120,000 donums; average cost per donum, 2 PT.

Other village lands in the same district are at present under survey; and in all, 101,000 donums of 1/2500 work and 56,000 donums of 1/500 work, costing respectively 1·75 PT. and 1 PT. per donum, have been completed during the year.

Three thousand donums of the inner area of the modern Jerusalem were levelled and contoured, and 30,200 donums of the outer area surveyed and contoured by Theodolite Traverse and Plane Table.

Pending permanent marking, a small topographical party is more accurately locating the position of the Newcombe–Paulet Boundary with reference to the triangulation.

The health of the Survey staff has been good and the quality of their work continues to improve.

Sir Ernest Dowson, late Financial Adviser to the Egyptian Government, has been specially engaged to report on the better co-ordination of the Survey, Land, and Finance Departments, and to prepare a scheme of systematic land settlement. His advice has already been of great value in departmental questions.

XII.—PUBLIC WORKS.

The senior and junior services of the Public Works Department were further substantially reduced.

Certain road and bridge constructional works were carried out with direct labour employed by the Department instead of contract labour; funds have thus been expended to better advantage.

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The total expenditure by the Department (including Air Ministry Services) was £E.238,000 (£E.293,000 in 1923); the expenditure upon Air Ministry Works Services, £E.70,000 (£E.105,000 in 1923).

Government buildings were maintained in satisfactory repair and systematic reconditioning is in hand, with special regard to improvement of sanitation.

Extensive structural repairs were made to Government buildings at Acre, Nablus, Jenin—where the Army pumping plant was acquired for the service of offices and gendarmerie barracks—and Mount Carmel, and improvements and additions to the Jaffa Police Station and the proposed Police Training School in Jerusalem.

Among the works undertaken for the Palestinian Section of the Gendarmerie are a station at Metullah, outpost buildings at Jisr Majami, the reconstruction of the Rosh Pinah station and stable buildings at Beisan, Samakh, Jericho, and Tel-el-Milh.

The headquarters camp of the British Section at Sarafand was extended and improved and new quarters for the Commandant and officers and squadron stables were provided; at Mount Scopus officers' quarters were built, and the barracks at Nablus and Nazareth and the Haifa camp much improved.

A frontier post was constructed at Ras-el-Nakura for customs and police, with a concrete building extending across the main road for the inspection of motor vehicles.

At Tulkarim a water and drainage scheme for the barracks, hospital and other Government buildings is under execution.

Several village schools are being built from standard plans of the Department.

Five hundred and eighty kilometres of main roads are now maintained. Roads generally have been kept in reasonable repair, bad corners widened and grades improved. In the Northern District many roads were remetalled with a proportion of hard basalt stone to prolong the life of the surface.

Important reconstruction works and deviations were completed on the Nazareth-Tiberias and Rosh Pinah main roads.

For the reconstruction of the Jaffa-Ramleh road a new quarry of hard white quartz has been opened near Jerusalem and a broad gauge railway siding will be laid to it from the main line.

The heavy rains in February damaged roads and bridges in the Southern District, and in particular the Jerusalem-Jaffa road, where culverts were washed out and retaining walls swept away. The road was, however, reopened for traffic within a few hours and a temporary bridge constructed. A 25-metre bridge on the Ludd-Kalkilieh road was completely washed away, and several smaller bridges were destroyed or damaged.

A new approach road has been constructed to the Allenby Bridge over the Jordan.

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Gratifying progress has been made in the construction of new village roads and improvements to dry weather tracks by village labour organised by District Officers and directed by British gendarmes. The Department supplies tools, culvert material, and explosives, and renders technical assistance. About 300 kilometres of such roads were constructed in 1924.

New Bridges.

(i) Reinforced concrete bridge, 16 metres, over Wadi Sorek (Latrun-Gaza road).

(ii) Concrete bridge, 25 metres, over Wadi Zib (Acre-Ras-el-Nakura road).

(iii) Reinforced concrete bridge over the Jordan at Jisr Majamie, two arch spans of 18 metres each, replacing the stone arch structure, which is unsafe for heavy vehicles.

(iv) Many smaller bridges and culverts of concrete and steel on main and secondary roads.

The shallow foundations of the piers of the Allenby Bridge over the Jordan were seriously endangered by the scouring of the north bank; preventive works have been effected.

With Government loans new or improved water supplies were completed or are in hand in 9 villages.

The motor-bus service to Government House, the Jerusalem pool service of cars, and the transport service for the Survey Department have been discontinued.

The Jaffa Electric Company has completed 14 kilometres of high tension transmission line from its power station at Tel Aviv to the Sarafand cantonments. The power plant at the station has been increased by a third unit of 250 horse power and the distribution system extended to the Ajami quarter of Jaffa.

The Palestine Electric Corporation is erecting reserve fuel power stations at Haifa and Tiberias.

AIR MINISTRY WORKS.

Up to the 10th June, when the Royal Air Force resumed charge of these services, water supply and electric lighting works had been carried out, a wireless station, married quarters, stables and roads constructed at Sarafand by the Department, and the new landing ground at Kalandia (Jerusalem-Nablus road) completed.

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XIII.—PALESTINE RAILWAYS.

The financial results of the year's working are satisfactory.

Coaching receipts were increased by the tourist traffic and overland bookings between Egypt and Syria, which should be more numerous next year with the reduced fee for Palestine transit visas.

Goods traffic improved mainly by reason of the transportation of stone and building material for the construction of new Jewish settlements; other factors were a good melon crop and the commencement of haulage of salt from Athlit.

The perishable and milk traffic has greatly developed and special vehicles are required.

The Sunday train service between Haifa and Kantara was accelerated in September to give connection to Cairo and Alexandria.

Four oil tank wagons are in use on the 105 cm. gauge lines to develop the bulk oil traffic between Haifa and Damascus.

A daily, in place of a weekly, service for through-booked small goods consignments between Egypt and Palestine was established.

In view of the representations of tourist agencies, and having regard to the necessity of promoting this traffic, goods in transit —Egypt to Syria and vice versa—are exempted from station charges when rebooked at Haifa.

Several leading firms now avail themselves of the Ledger Account system, which eliminates cash transactions at stations.

The Railway Provisioning Department was abolished on the 31st March and its stocks sold to a private company.

The management of the Palestine and Transjordan sections of the Hejaz Railway, which is vested in the General Manager of the Railways, has been organised as a separate administration.

The exchange with the management of the Damas-Hama et Prolongements Railways, of permanent-way material for 40 narrow gauge wagons relieved a shortage of rolling stock which had caused considerable loss of revenue, especially during the melon season.

A new motor ferry at Kantara has improved the transhipment of passengers and baggage across the Suez Canal.

The main line has not been extended during the year, but two deviations were made to give better alignment and easier curves.

There has been no extension of branch lines.

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From January to April ballasting of the main line was in progress; loading and distribution were done by jail labour.

Despite heavy rains the track was maintained in good running condition throughout the system.

The usual maintenance works on bridges and culverts were carried out.

New station buildings were erected at El Arish and 'Ain Harud, Jaffa station was improved and Tel Aviv station enlarged. A new passenger platform was built at Artuf.

Improvements have been effected to the sanitary equipment and drainage of all stations.

Water supply systems were enlarged and improved at Lydda and Zicron Jacob.

Standardised signs for level crossings, whistle boards, stop boards, and speed restriction boards have been introduced.

A new coal-stacking ground has been laid out at Haifa, served by standard and narrow gauge.

A comprehensive programme of salvage was completed: at Kantar all disused sidings were taken up and stacked; the derelict 105 cm. gauge line from Deir Seneid to Tineh was removed; the second line of the Sinai military railway was salvaged on stretches where salt corrosion was observed; the derelict line southwards from Beersheba to Kossaima is being picked up; derelict buildings at Beersheba, Sebastieh and Afule were demolished.

A No. 257 Hartmann 2-8-2 Type 105 cm. gauge locomotive, thirty-six covered and four open goods wagons were taken on charge from the Chemins de Fer du Hedjaz.

A Lassen-Hjort water softener, with a capacity of 8,000 gallons per hour, has been installed at Haifa.

A number of old army ambulance, L.S.W. and M.R. coaches have been reconstructed into first and third class passenger coaches and saloons; and open goods or bogie flat wagons into travelling oil and water tanks and tare test wagons.

Nine locomotives were overhauled, five being fitted with new copper fireboxes, eighteen underwent heavy boiler repairs, and eight general repairs and painting.

Repairs were carried out to passenger stock in 180, and to goods stock in 961 cases.

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Issues and receipts of stores :

	£E.
Balance at 1st January, 1924	163,195
Receipts during the year	91,857
	255,052
Balance at 31st December, 1924	134,208

Of the balance, permanent-way material, 60 cm. rolling stock and track, locomotive, carriage and wagons spares represent approximately 70 per cent.

Nine hundred and ninety-seven tons of general material and 26,456 tons of coal were discharged for the railways at Haifa.

Palestine Railways.

	1922. £E.	1923. £E.	1924. £E.
Gross earnings ...	429,086	337,292	337,068*
Working expenditure	446,054	314,424	255,186
Net receipts... ...	—	22,868	81,882
Net loss	16,968	—	—

* Excluding the value (£E.23,972.000 m/ms) of Government traffic.

Sinai Military Railway.

	1922. £E.	1923. £E.	1924. £E.
Gross earnings ...	163.500	110,971	112,892
Working expenditure	151,103	93,917	77,041
Net receipts... ...	12,397	17,054	35,851

Hejaz Railway (Palestine) (9 *months*).
i.e., 1.4.24–31.12.24.

	1924. £E.
Gross earnings	50,611
Working expenditure	45,413
Net receipts	5,198

Hejaz Railway (Transjordan) (9 *months*).
i.e., 1.4.24–31.12.24.

	1924. £E.
Gross earnings	9,856
Working expenditure	6,411
Net receipts	3,445

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Statistics—Year Ending December, 1924.

	Palestine Railways.	*Sinai Military Railway.*	*Hejaz Railway (Palestine).*	*Hejaz Railway (Transjordan).*
	£E. m/ms.	£E. m/ms.	£E. m/ms.	£E. m/ms.
	Kilos.	Kilos.	Kilos.	Kilos.
1. Kilometres of line open	429¾	200	203	86·6
2. Revenue earned (including Government Traffic).	361,040·000	112,892·000	50,611·000	9,856·000
3. Revenue expenditure (including value of Government services rendered).	255,186·000	77,041·000	45,413·000	6,411·000
4. Excess of Revenue over Expenditure...	105,854·000	35,851·000	5,198·000	3,445·000
5. Revenue earned per open kilo	840·000	564·460	249·310	113·810
6. Revenue expenditure per open kilo ...	593·800	385·205	223·700	74·030
7. Profit per kilo of line open	246·300	179·255	25·610	39·780
	Kilos.	Kilos.	Kilos.	Kilos.
8. Train kilometrage	711,713	280,641	147,746	22,876
9. Revenue earned per train kilo... ...	·546	·437	—	—
10. Revenue expenditure per train kilo ...	·386	·298	·307	·280
11. Profit per train kilo	·160	·139	—	—

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XIV.—PERMITS SECTION, PALESTINE SECRETARIAT.

On the 1st April, the Department of Immigration and Travel and the Sub-Department of Labour were abolished and their duties transferred to the newly established Permits Section of the Secretariat. Passport control at the ports was delegated to the Customs staff, and the District Administration undertook the acceptance and transmission of applications for travel documents. The Palestine Immigration Officer in Europe has been transferred from Trieste to Warsaw, the provenance of 42 per cent. of immigrants.

13,553 immigrants entered during the year, compared with 7,991 in 1923. 81 per cent. came from Europe east and south-east of Germany and Hungary (of those coming from further west many were born in Eastern Europe) ; 42 per cent. from Poland alone. 450 persons were rejected at the ports or frontiers for failure to comply with Immigration Regulations.

There was a notably increased immigration of persons of independent means, merchants, shopkeepers and manufacturers from Poland, Austria, Russia, Germany and the United States. By opening small industries and creating a demand for housing, which has stimulated a constant activity in the building trades, this class of immigrants has made possible a greater influx of labour immigrants.

The admission of 5,815 (in the previous year 1,028) men and women, was authorised under half-yearly labour schedules to meet anticipated demands; not all, however, entered during the year.

They were classified as follows:—

Male agriculturists, 700; building trades, 400; quarrymen and stonedressers, 200; woodworkers, 50; weavers, 40; printers and compositors, 25; men, skilled or unskilled, 3,400; women agriculturists, 1,000.

In the second half of 1924 the extent of unemployment amongst Jews was inappreciable, a result of the causes stated, of the reaction upon Palestine of a world-wide economic revival and of careful restriction of immigration in 1923. About 4,000 Jews were employed on tobacco cultivation.

Except for certain out-of-work clerks in the towns, it is unlikely that unemployment in its accepted sense exists among Arabs.

Facilities have been provided for the entry of rabbis and of students for local academic institutions.

Special permission is given for the immigration of dependants to engage directly in farming with relatives already settled in the country.

The arrival of a few Russian pilgrims is noteworthy.

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The regular sailing of Soviet ships with passengers from Odessa to Jaffa commenced during the year.

70,613 travellers and returning residents entered during the year and 67,381 left. The figures for 1923 were 49,792 and 51,385.

The total emigration for the year amounted to about 2,500; exact figures are available for the last six months of the year only, which show that 769 pre-war and 342 post-war residents left Palestine. Of the former, 212 were Jews, 821 Christians and 236 Moslems; of the latter, 295 were Jews, 32 Christians and 15 Moslems; the non-Jews emigrated mainly to Central and South America.

Statistics of the rise or fall of rates of wages are not available.

A general lessening of labour unrest, attributable to the healthier state of industry, is to be recorded; there were some minor strikes of Jewish labour, invariably on the issue, apart from shorter hours and increased wages, of the right of employers to discharge workmen without reference to the Union.

A committee representative of employers and workmen was appointed by Government to consider the possibility of conciliation and arbitration machinery in labour disputes.

A Union of clerical workers and one of Christian workers have been formed.

Persons domiciled in the northern frontier zone within Palestine or Syria are granted passes to cross the frontier and circulate freely in the border sub-districts without passports or visas.

5,799 provisional certificates of Palestinian nationality, 4,101 emergency laissez-passers, 6,566 visas, and 962 endorsements were issued.

256 British subjects and protected persons registered or renewed registration, 541 British passports were issued, 466 renewed and 389 endorsed.

Sixty-nine changes of name were registered.

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Category.	Jews.			Non-Jews.			Total.
	Men.	Women.	Children.	Men.	Women.	Children.	
B. (Persons of capital or assured incomes)	1,953	1,527	1,801	47	25	67	5,420
D. (Dependents of residents in Palestine)	387	1,170	637	8	79	46	2,327
E. (Working men and women and others coming to employment.)	2,757	423	1	214	55	1	3,451
E2. (Dependants of E)	62	965	1,135	—	21	20	2,203
F. (Persons with assured incomes settling for religious purposes.)	21	12	5	53	23	38	152
Total	5,180	4,097	3,579	322	203	172	13,553

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Provenance of Immigrants.

	Jews.	*Christians.*	*Moslems.*	*Total.*
Argentine ...	7	11	—	18
Armenia	—	5	—	5
Austria	124	5	—	129
Belgium	14	2	—	16
Brazil	3	—	—	3
Bulgaria	358	—	—	358
Canada	10	2	—	12
Czechoslovakia ...	69	—	—	69
China	4	—	—	4
Cuba	3	—	—	3
Cyprus	12	16	—	28
Danzig	40	—	—	40
Denmark	—	1	—	1
Egypt	65	32	139	236
Esthonia	2	—	—	2
Finland	—	2	—	2
France	24	11	—	35
Germany	480	72	—	552
Greece	311	26	—	337
Holland	20	6	—	26
Hungary	27	4	—	31
Iraq	101	—	—	101
Italy	10	36	—	46
Japan	—	1	—	1
Latvia	146	—	—	146
Lithuania	750	—	—	750
Norway	—	1	—	1
Persia	31	2	4	37
Poland	5,695	7	—	5,702
Portugal	1	—	—	1
Rhodes	19	2	—	21
Roumania	593	—	—	593
Russia	2,148	9	—	2,157
San Salvador ...	—	2	—	2
South Africa ...	12	—	—	12
Spain	1	5	—	6
Sweden	—	3	—	3
Switzerland ...	13	3	—	16
Syria	34	108	17	159
Tanganyika Territory ...	—	7	—	7
Carried forward :	11,127	381	160	11,668

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	Jews.	*Christians.*	*Moslems.*	*Total.*
Brought forward :	11,127	381	160	11,668
Tripoli	—	—	2	2
Turkey	325	39	25	389
Ukraine	504	—	—	504
United Kingdom	115	51	—	166
United States of America ...	324	37	—	361
Yemen	445	—	—	445
Yugo-Slavia ...	16	2	—	18
Total	12,856	510	187	13,553

MONTHLY RETURN OF UNEMPLOYMENT AMONG JEWS.

(*January to December.*)

1,700, 1,300, 1,150, 700, 500, 500, 400, 500, 500, 500, 200, 350.

XV.—ANTIQUITIES.

The outstanding discovery of the Ophel excavations, conducted by Professor MacAlister and the Reverend Garrow Duncan (Palestine Exploration Fund), was a stretch of the eastern fortification of the Jebusite city, with a finely built tower of massive masonry, showing signs of repair in the time of David and Solomon. The tower and a part of the wall have been declared a National Monument.

M. Weill, in the course of his excavations, on behalf of Baron Edmond de Rothschild, at the southern end of Ophel, disclosed numerous walls, rock cuttings and underground passages, and opened several tombs at Gezer.

The monuments known as the " Tomb of Absalom " and " Tomb of Jehoshaphat " were cleared by the Jewish Palestine Exploration Society.

At Tanturah the British School of Archaeology revealed part of a Graeco-Phoenician temple to Poseidon.

At Tell Barak the Department of Antiquities excavated the mausoleum, whence a second sarcophagus was brought to the Museum, and partially cleared an interesting domed funerary chamber and two sarcophagi.

The Ecole Biblique cleared the ruins of the Basilica at Beit Jibrin.

The foundations of another Roman arch across the Tyropaeon Valley have been discovered.

Jewish tombs, with inscribed ossuaries, were excavated in the grounds of the Hebrew University and in Mahanaim, near Jerusalem.

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A number of unopened tombs of the dolmen and allée couverte type have been noted on the Tabghah-Rosh-Pinah road, adding to the evidence of Palestine's importance in the old and the new Stone Ages.

An arrangement has been made for repairs to the fabric of historical monuments to be carried out by the Department of Public Works under the archaeological supervision of the Department of Antiquities.

The eminent Turkish architect Kamel ed-Din Bey is engaged on behalf of the Supreme Moslem Council on extensive restorations to the Haram esh-Sherif buildings, for which large sums have been subscribed by Moslems in India, Egypt, the Hejaz and Palestine, and on the conservation of Ramleh Tower.

An officer of the Department of Antiquities advises the Jerusalem Town Planning Commission and the Building Permits Sub-Committee to ensure the suitable design of constructions in the Old City.

Nearly 17,000 persons visited the Museum during the Saturdays of the year. Postcards of the more remarkable exhibits are on sale, and a Museum Bulletin is published. Among the year's acquisitions the most noteworthy were some good Roman glass, a collection of Moslem blazons and flints.

Instructions governing the importation and exportation of antiquities, and a new register for dealers' stocks to control the trade in antiquities, were issued at the beginning of the year.

XVI.—CENTRAL TOWN PLANNING COMMISSION.

Beisan has been declared a town-planning area and the boundaries of the Jerusalem and Haifa town-planning areas have been redrawn.

The Central Town Planning Commission has arranged the permanent freedom from building development of certain lands at Tiberias which will secure an uninterrupted view of the remaining sections of the fine City Wall.

Model by-laws covering questions of construction of private and public buildings, drainage, streets, planning, and alignment and similar matters have been prepared by an expert Committee and are now awaiting final sanction.

Two schemes under the Town Planning Ordinance for the development of suburban areas around Jerusalem were approved and are being carried into effect. The Adviser to the Commission has been engaged in preparing a town plan for the reconstruction of Gaza, and a skeleton scheme for a town plan at Nablus has been submitted. At Haifa the development of the town is proceeding rapidly in general accordance with the approved plan.

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XVII.—GEOLOGICAL ADVISER.

The Standard Oil Company of New York has furnished the Government with the results of its investigations, in 1924, into the presence of oil in Palestine.

Considerable deposits of bituminous limestone have been located near Nebi Musa (Jerusalem District); samples are being officially tested in London with a view to the production of crude oil.

Phosphate deposits along the Jericho Road vary in composition from 1 to 33 per cent,, phosphoric oxide equivalent to 24 per cent., and 72 per cent. tricalcic phosphate.

Experiments have established that the 80 per cent. quality of potash can be readily manufactured by solar evaporation from Dead Sea brine.

Investigations were made by a representative of the Ethyl Gasoline Company of America into the composition of the brine with reference to the extraction of bromine.

Geological surveys were carried out in connection with water supplies for Hebron, Gaza, Jaffa, Nablus and other places.

Extensive eocene beds were found west and south-west of Beit Jibrin (near Hebron); these set the age of the chalk hills of the western country hitherto denoted as of senonian age. The coastal fringe at present marked as sand dunes on maps appears to be part of disintegrated sandy calcareous strata of pliocene and post pliocene age, overblown by sand deposits.

XVIII.—PUBLICATIONS.

During 1924, ten newspapers ceased to appear, but their place was taken by twenty-one new trade and miscellaneous journals.

The " Telegraphic Bulletin " issued by a local agency has been enlarged and appears as a daily newspaper in English.

There is no Press censorship in Palestine. Only two Press prosecutions were instituted in 1924: one against " Falastin," an Arab newspaper at Jaffa, for contempt of Court, resulting in a fine of £E.50, and the other against " Doar Hayom," a Hebrew daily of Jerusalem, for blasphemy, under Article 15 of the Press Law, resulting in a fine of £E.5 on the editor and £E.25 on the writer of the offending article.

The following official publications concerning Palestine appeared in 1924:—

(1) The Administrative Report for 1923.*

(2) The Report of His Majesty's Government to the Council of the League of Nations on the Administration of Palestine;†

(3) The Procès-verbal (C.617, M.215, 1924, VI) and Report (C.661, 1924, VI, C.P.M. 207) of the Permanent Mandates Commission of the League of Nations upon the Report of His Majesty's Government.

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* Non-Parliamentary Publication, Colonial No. 5, June, 1924.

† Non-Parliamentary Publication, Colonial No. 9, March, 1925.

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SECTION II.

REPORT BY HIS BRITANNIC MAJESTY'S GOVERNMENT ON THE ADMINISTRATION UNDER MANDATE OF TRANSJORDAN.

1. A long narrow western fringe of the Syrian desert, Transjordan constitutes a tilted land-slab rising almost imperceptibly from the desert in the east to abrupt western precipices overhanging the Jordan valley. In its eastern marches it is barren land, covered with small black stones, merging further westward into grass-land which stretches to the Hejaz railway line. Thence it swells in rolling country to its mountain mass which rises to a general height of 3,500 to 4,000 feet, falling abruptly to the fertile plain of the Jordan valley, which between the Yarmuk and the Dead Sea is of an average width of three miles. The grass-land margin forms the summer pastures of camel-owning Bedu, such as the Beni Sakhr and Huweitat, who in the winter move further east for pasturage, ranging as far as Jauf: west of the railway are the wheat and barley lands of the Kerak, Balqa and Ajlun tribes, as well as of the Circassian colonies in the Balqa and the numerous Arab villages in the north. Perennial water is to be found in the deep lateral valleys, but the fertile land of the Jordan depression is, as yet, only used as winter grazing ground by semi-nomad tribes. In the north there are a number of large villages, but the only towns of size are Amman, Salt, and Kerak. In addition to the Circassians and Chechen, who were introduced into Transjordan, Palestine, and Syria after the Russo-Turkish war, a further considerable foreign element, comprising Arab traders and professional men, has found its way, since the British occupation, into the towns. No census of the population has been taken, but the figure is thought to be in the neighbourhood of 200,000, of whom some 10,000 are Circassians and Chechen; there are about 15,000 Christians and the remainder, in the main, are Moslem Arabs.

2. His Britannic Majesty is the Mandatory for Transjordan to which the terms of the mandate for Palestine, with the exception of the provisions dealing with the establishment of a national home for the Jewish people, are applicable. The declaration of His Majesty's Government with regard to its Mandatory obligations in Transjordan, made to the Council of League of Nations in September, 1922, (Cmd. 1785) was in the following terms:—

> "In the application of the Mandate to Transjordan, the action which in Palestine is taken by the Administration of the latter country, will be taken by the Administration of Transjordan under the general supervision of the Mandatory.

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> " His Majesty's Government accept full responsibility as Mandatory for Transjordan, and undertake that such provision as may be made for the administration of that country in accordance with Article 25 of the Mandate shall be in no way inconsistent with those provisions of the Mandate which are not by this resolution declared inapplicable."

The Mandatory is represented in Transjordan by the Chief British Representative, assisted by two British officers and a small clerical staff. The Chief British Representative acts under the instructions of the High Commissioner for Palestine.

On the 25th April, 1923, at Amman, the High Commissioner announced that, subject to the approval of the League of Nations, His Majesty's Government would recognise the existence of an independent Government in Transjordan under the rule of His Highness the Amir Abdulla, provided that such Government was constitutional and placed His Britannic Majesty's Government in a position to fulfil its international obligations in respect of the territory by means of an agreement to be concluded between the two Governments.

The agreement has not yet been concluded.

3. The Amir Abdulla arrived in Transjordan in February, 1921, and the territory, at that time divided into three separately administered districts, Ajlun, the Balqa and Kerak, was brought by him under a central government. A Council of Ministers was formed, a Governor appointed to each district, and each district subdivided into a number of sub-governorates. Most of the officials appointed were men who had occupied similar positions in Syria under the régime of King Feisal.

4. His Majesty's Government agreed to provide for a limited period a grant-in-aid to cover legitimate expenditure which the territory was unable to meet with its own unaided resources. In the financial year 1923–24 the grant-in-aid was £E.150,000, but the persistent failure of the Transjordan Government to submit satisfactory statements of accounts obliged His Majesty's Government to limit its financial assistance in 1924–25 to the sum of £E.60,000, the balance of a deposit which the Transjordan Government had been required to accumulate for the purpose of meeting possible arrears of annuities due on account of the Ottoman Public Debt. On the 21st April, 1924, Lieut.-Colonel C. H. F. Cox, D.S.O., previously District Governor, Samaria, assumed duty as Chief British Representative, in succession to Mr. H. St. J. B. Philby, C.I.E., I.C.S., and Ali Rida Pasha Rikabi, a sound and experienced administrator who had held many high positions under the Turks, assumed office as Chief Minister on the 3rd May. Immediately steps were taken to frame a new budget : rigid economies were enforced and drastic reductions made in expenditure. The Amir's Civil List was reduced from

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£E.30,000 to £E.20,000; and the strength of the Arab Legion, which, in addition to its military duties, carries out the duties normally fulfilled by a gendarmerie, was decreased from 1,200 to 1,000 officers and men, costing £E.98,000.

The budget originally framed by the Transjordan Government for 1924–25 had shown a deficit of £E.132,000; the revised estimates showed a deficit of £E.43,000 only. His Majesty's Government were unable to agree to provide a grant-in-aid until the financial system had been reorganised and arrangements introduced to submit satisfactory statements of accounts monthly to the Secretary of State. The Amir, with the concurrence of his Ministers, consented in August to the introduction of an entirely new system of accounting and financial control, and Financial Regulations were put into force on the 1st October, with very satisfactory results. All salaries are paid up to date, several thousand pounds of the liabilities carried forward at the beginning of the financial year have been liquidated and there has been a substantial cash balance at the end of each month. By the 31st December, 1924, the total estimated revenue for the financial year, less £E.6,500, had been collected, and some £E.14,000 of the Ottoman Public Debt deposit was unexpended.

5. The Ottoman Code is in operation with but few changes. The Minister of Justice is also the President of the Court of Appeal. There are four Courts of First Instance, and four Civil Magistrates' Courts. The Kadi el Kuda presides over the Sharia Court of Appeal, to which appeals lie from six Sharia Courts. Administrative Councils function in accordance with the Ottoman Provisional Law for the general Administration of Vilayets, and Governors exercise limited powers in criminal cases. The Amir Abdulla established a Department of Tribal Administration designed primarily to deal with intertribal disputes and cases between Bedu only. Not infrequently, however, it arrogated jurisdiction in cases between Bedu and townsmen which should properly have been tried by the Courts of First Instance. It thus became an impediment to the progress of proper administration, and its abolition in August has been attended by salutary results.

6. The system of taxation is unchanged from the Turkish, although additional contributions have been levied for special educational purposes, and for building a mosque in Amman. In its incidence, however, taxation has been most uneven, for it is only in the Balqa that the tithe is collected, while Kerak and Irbid pay a specific sum in commutation as imposed by the Turks, but converted from Turkish to Egyptian pounds; the Kerak contribution has been increased this year by 20 per cent. The people of the Balqa were also, till recently, required to defray the cost of assessment. Within Kerak and Irbid the commuted tithe

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is unevenly distributed, for it is the practice of Government to collect an equal proportion of the total due from each land-holder, irrespective of the extent of his holding.

The revenue of the Courts and from Stamp Duties already shows an improvement due to better control.

7. Palestine pays Transjordan an annual sum of £E.18,950 on account of the Customs Duties collected on goods of foreign origin which are re-exported to Transjordan. The Syrian Government also refunds the duty collected on articles of foreign origin when re-exported to Transjordan, and Transjordan, in addition, collects a further small percentage of the value of the goods as assessed at Damascus. Until May, 1924, the import duty into Syria was 11 per cent., but was then raised to 15 per cent. on goods exported from States members of the League of Nations, and to 30 per cent. on others. Syria has agreed accordingly to refund to Transjordan a basic rate of 15 per cent. on all foreign goods re-exported, and the difference between that and 30 per cent. when the Transjordan Government can prove the country of origin. Transjordan collects a duty of 100 per cent. on imported alcohol, and of 50 per cent. on imported tobacco.

8. In April, 1922, the section of the Hejaz Railway line from Nasib to Ma'an was placed under the management of the Chief British Representative and opened again to traffic. On the 19th April, 1924, Mr. Philby, the then Chief British Representative, handed over the control of the section from Amman to Ma'an to the Amir Ali, the son of King Husain of the Hejaz, and President of the Council of the Ma'an-Medina section. This action had not been authorised by His Majesty's Government, and negotiations are in progress for the return of this section to British control. On the 1st April the charge of the northern part of the line within Transjordan from Amman to Nasib was transferred to Colonel R. Holmes, the General Manager of the Palestine Railways. The Palestine Railway administration manages the sections of the Hejaz Railway in Palestine and Transjordan as a separate and distinct undertaking from the Palestine Railway system. During the first six months of the financial year 1924–25 about 4,000 pilgrims travelled over the Amman-Nasib section, and a profit of £E.2,550 was made, compared with a loss of £E.3,336 during the corresponding period of the preceding year. Between Haifa and Amman there are three trains weekly in both directions; the service is regular and punctual. South of Amman, however, the service is infrequent and disordered, and pilgrims have been discouraged from using the line in greater numbers.

On account of defective quarantine arrangements at Ma'an the Syrian Government is obliged to quarantine returning pilgrims at Deraa, the Palestine at Haifa, and the Egyptian at El Arish.

9. Transjordan is rich in antiquities, which have not hitherto received due care from the Government.

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Expert assistance was given this year by the staff of the Palestine Department of Antiquities, and urgent repairs were made to the Sassanian building and the amphitheatre in Amman. Two antiquity guards have been appointed and the Government is awaking to a sense of its responsibilities towards the historical monuments of the territory. Proposals for future works of conservation and for the establishment of a permanent antiquities service for Transjordan, under the supervision of the Palestine Department, are under consideration.

10. The expectation of raids by the tribesmen of the Sultan of Nejd has maintained a constant state of tension, and the Royal Air Force was called upon to carry out several reconnaissances on information given by the border tribes of approaching raiders. On the 1st August large forces of Wahabis, estimated at between 3,000 and 4,000 camelmen, were engaged by Royal Air Force planes and armoured cars at Umm el Amad, twelve miles south of Amman. Their casualties were over 500; the Royal Air Force casualties were one officer and two men slightly wounded; of the local population 130, mostly fellahin, were killed and wounded. This prompt and energetic action of the Royal Air Force averted a serious menace to the peace of Transjordan and the safety of its capital.

11. From the 21st July till the 19th August the Amir was absent from the territory on the pilgrimage to Mecca; his cousin, the Amir Shakir, acted in his place. On the 4th August a Transjordan band, in a raid into Syria, attacked a party of Syrian gendarmes who were escorting a party of French officers and ladies. Vigorous measures were taken by the Chief Minister to apprehend the brigands, and fifty-five persons were arrested by the Arab Legion and brought before a Special Court of Enquiry, which found proof of guilt against twenty-three. Under a provisional extradition arrangement, which came into force in July, twenty-two were handed over to the Syrian authorities; one had been shot dead in attempting to escape. The conclusion of this extradition arrangement and the promptitude displayed by the Transjordan Government in dealing with the raiders have laid the foundation of a better understanding with Syria and rid Transjordan of many undesirable characters. With Palestine also relations are more satisfactory; Transjordan is no longer regarded as an asylum for fugitives from justice, and the extradition arrangement between the two territories is working satisfactorily.

12. Public security in Transjordan is maintained by a locally-recruited force known as the Arab Legion and a number of civil police in the larger towns. The Commanding Officer and Second in Command of the Arab Legion are British officers, and the strength is approximately 40 officers and 950 men, comprising mounted and dismounted units. This force is armed with artillery, machine guns, and rifles.

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The Arab Legion has been raised and trained to a satisfactory state of efficiency in face of innumerable difficulties, and, with the occasional assistance of the Royal Air Force stationed at Amman, has succeeded in its difficult task of controlling a territory in which most able-bodied men carry arms.

The fact that the Royal Air Force detachment which has been stationed in Transjordan for the maintenance of the air route to Baghdad, may, if necessary, be called upon to reinforce the local forces considerably strengthens the position of the Transjordan Government.

13. King Husain of the Hejaz visited Akaba and Amman in the first months of the year; during his stay in Amman he was nominated Khalif. After his abdication he returned to Akaba, where he has since remained.

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Issued by the Colonial Office.

REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

ADMINISTRATION OF

'IRAQ

FOR THE PERIOD

APRIL, 1923—DECEMBER, 1924.

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BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

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FOR THE PERIOD

APRIL, 1923—DECEMBER, 1924.

I. SURVEY OF THE PERIOD.

1. Outline of Political Developments.

GENERAL POLITICAL SITUATION.

The year and nine months under review is perhaps the most satisfactory period which has yet been recorded in these reports. Although it does not end with the final settlement of all the major problems, internal and external, which confront the 'Iraq State, it has witnessed on the part of the 'Iraq Government a determination to seek right solutions and on the part of the people a willingness to accept them.

At the beginning of the financial year 1923–24, the country had recently recovered from the crisis of the preceding August, when the agitation among the Arab extremists against the British Mandate for 'Iraq had culminated on the anniversary of King Faisal's accession in a public insult to the High Commissioner. The belief was still prevalent that Great Britain designed to rule behind an Arab façade, and the twenty years' period of tutelage prescribed by the treaty of alliance between Great Britain and 'Iraq, signed in October, 1922, confirmed this belief. The cry of the extremists was that the real masters of the country were still the British officials and that the Arab Government was a sham. Revenue had been difficult to collect, and a deficit of about 80 lakhs of rupees was apprehended in the accounts of the financial year 1922–23. The people and Government were doubtful of the intentions of Great Britain in regard to the claims on Mosul, which the Turks, emboldened by their recent victory over the Greeks, had actively pressed at the first Conference at Lausanne, and this doubt had cast a blight upon all public affairs. It had been fostered by the press agitation in Great Britain against the acceptance of the 'Iraq mandate. The presence of Turkish

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irregulars at Ruwandiz, in Southern Kurdistan, well within the pre-war frontiers of 'Iraq, and the concentration of Turkish regular troops at Nisibin and Jazira-ibn-'Umar, to the north of Mosul, had spread unrest along the frontier, and especially in the Sulaimaniya division, where the religious leader, Shaikh Mahmud, brought back from exile in the previous year, was agitating for an independent Kurdistan and intriguing with the Turks for support. The hesitations of British policy in the face of this Kurdish nationalist programme had filled the minds of the young Arabs with suspicion of our intentions, and it was widely believed that we contemplated the creation of a Kurdish belt, under permanent British control, which would perpetually dominate, from the mountains, the Arab population of 'Iraq. The same suspicion was felt in regard to the aspirations of the Assyrians for independence. The leading Persian divines of the Shi'ah sacred cities in 'Iraq had taken advantage of this general atmosphere of suspicion and unrest, and had promulgated decrees forbidding the participation in the elections for the Constituent Assembly of the Shi'ahs, who form a little more than a half of the inhabitants, on the ground that the Assembly would be forced to accept, in the name of the nation, a puppet Government subject to foreign domination. In consequence, the elections, which had started in October, 1922, had hung fire and had been allowed to collapse, and the Constituent Assembly had not been able, as had been intended, to meet in January, 1923, for the purpose of ratifying the treaty of alliance between Great Britain and 'Iraq and laying down the lines of the future constitution. There was, in fact, a serious danger of perpetual deadlock. At the same time the transfer of the command of the British military forces in 'Iraq to the Air Officer Commanding had only recently been carried out, and it was still doubtful whether the increased and reorganised Air Force, supported by a reduced garrison of " ground troops," would be able to deal with the menace on the northern frontiers and the secular insubordination of the Arab tribes on the Euphrates. Among these tribes a powerful party had arisen which had set itself in opposition to the government of King Faisal and pretended, for its own purposes, to desire a return of direct British rule. This was a factor most embarrassing to the British representative in 'Iraq, since, on the one hand, the adoption by us of a severe attitude towards the malcontents was alleged to be tantamount to the abandonment of our special adherents, whilst, on the other hand, any tenderness towards them was misinterpreted as encouragement of sedition against the 'Iraq Government, with the object of maintaining British influence in the country.

Effect of the Administrative Inspectors Law.

The first necessity of this situation was to convince the politically-minded part of the 'Iraq people of the disinterested attitude of Great Britain and to disabuse them of the suspicion

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that she was aiming at the perpetual domination of 'Iraq. The Administrative Inspectors Law, which had been promulgated in January, 1923, went a long way towards achieving this end. It made it clear that the whole executive of the country was to be in the hands of 'Iraq officials and that British officers would enjoy only powers of inspection and advice. The law was warmly received by the Arabic press, and it has during the past year secured the most harmonious relations between 'Iraqi and British officials. Its effect was reinforced by the publication of the protocol to the treaty.

Retirement of Sir Percy Cox.

Sir Percy Cox had come back from his conference with His Majesty's Government in London on 31st March, 1923. He took leave on 4th May and relinquished his office as High Commissioner on 15th September, 1923, up to which date it fell to Sir Henry Dobbs to act for him. When he resigned, Sir Henry was appointed to succeed him. During the month of April, although he was actually present in Baghdad, he took no active part in affairs except those connected with the acceptance by the 'Iraq Government of the protocol. It was signed on 30th April, 1923, by Sir Percy Cox, on behalf of the British Government and by the Prime Minister, 'Abdul Muhsin Beg al Sa'dun, on the part of the 'Iraq. The official announcement of its conclusion was made on 3rd May, the day before Sir Percy Cox took ship from Mohammerah. King Faisal's message to his people appeared on 5th May and the farewell message from Sir Percy Cox was telegraphed from Basra and published on 6th May.

The withdrawal from 'Iraq of one who from the outbreak of the war with Turkey had followed, and for the greater part of nine years had guided, the fortunes of the country, was the occasion of spontaneous demonstrations of affection and regret. More significant than official banquets and municipal presentations were the simple entertainments offered by private persons who had learnt during the years of his residence in the country to count on his personal friendship, and to rely on the firm hand which had supported the State. His name, which even during the first years in Basra had passed into a household word, will ever be associated with the birth of the 'Iraq Kingdom under the sheltering care of the Government which he represented and served.

Effect of the Protocol.

The purpose of the protocol was to cut down the period of the treaty between Great Britain and 'Iraq from twenty years to four. It is true that the more far-sighted people feared that the period was too short to enable 'Iraq to stand upon her own feet, and that the so-called pro-British sections of the population, especially some of the Euphrates tribes, the inhabitants of Basra and the Assyrians of Mosul, professed to regard this decision as a betrayal

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of their interests. But the politicians of Baghdad and Mosul, whose influence upon the country people is far more powerful than is generally admitted, welcomed it with great enthusiasm, and even King Faisal and his Ministers, while expressing constant gratitude for the support and favours received in the past, were undisguisedly delighted that a near term had been put to authoritative control by Great Britain of their affairs. The way was now cleared for genuine co-operation between the British and 'Iraqi officials, and it only remained to convince the people that Great Britain was prepared to follow a policy not merely of abstention from undue interference, but also of active support and friendship.

Steps taken to counter the Turkish Threat.

The next step was the restoration of general confidence in face of the threat implied by the concentration of Turkish troops on the northern frontier. For this purpose a force, composed partly of British and partly of 'Iraq troops had moved up to Mosul in January, 1923, as related in the previous annual report ; His Highness the Amir Zaid, brother of King Faisal, had taken up his residence there and had superintended the formation of a force of Arab irregulars. This demonstration, combined with the firm stand taken up by the British representative at Lausanne against Turkish pretensions, had had an immediate effect over the whole country, and telegrams and addresses had poured in from all parts expressing the determination of the people to resist any Turkish encroachment. The military preparations served their purpose and the threatening movements of Turkish troops near the northern frontier ceased, but Turkish irregulars remained at Ruwandiz and the capture of their commander's correspondence revealed immediate plans for a Kurdish rising with the co-operation of Shaikh Mahmud of Sulaimaniya. To forestall such a combination, Shaikh Mahmud's headquarters had been bombed from the air and he had taken to the mountains. It was now time to complete the pacification of the frontier by the re-occupation of Ruwandiz. Two columns of troops advanced on the town which the Turkish irregulars and their leader, Euz Demir, evacuated without fighting on 22nd April, 1923, two days before the second conference of Lausanne began its sittings.

Effect on Mosul.

In the north, where the population, intimidated by the presence of Turkish forces near the frontier, had shown a natural tendency to keep a foot in both camps, this series of events solved what difficulties had lain in the path of the Government in the matter of holding elections. On 21st May, King Faisal paid a state visit of three days to Mosul, where the Amir Zaid was still in residence. His Majesty was received, as on former occasions, with a welcome of the most loyal character ; the town was

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decorated by day and illuminated by night and from all sides he was given assurance of the determination of the inhabitants to hold to their union with the 'Iraq. At a farewell banquet given to him by the notables, His Majesty, in a speech of great eloquence, thanked them for their devotion to the throne and, while expressing his hope that the Arabs might live in friendly neighbourship with the Turks, he vigorously denied the claims of the latter to any part of 'Iraq territory. He went on to urge the necessity for summoning the Constituent Assembly, and he ended with the expression of his thanks to Great Britain for the help extended to the Arab State.

Re-Issue of the Fatwahs Condemning Elections.

So favourably had His Majesty been impressed by the spirit of the Northern Division that on his return to Baghdad he gave it as his opinion that elections could be held there at once with every hope of success. The next step was to put an end to the agitation of the reactionary Shi'ah divines. The *mujtahids* re-issued early in June their decree forbidding participation in the election of the Constituent Assembly and the King found himself unable to induce either the *'ulama* or the Shi'ah notables of the middle Euphrates to pledge their assistance to Government. That the attitude of the Shi'ah divines was closely linked with Turkish propaganda was abundantly proved by a *fatwah*, which had been posted in the mosque of Kadhimain on 12th April, bearing the signatures of three principal mujtahids, Mirza Husain al Nayini, Shaikh Hasan al Ispahani and Shaikh Mahdi al Khalisi. It prohibited the defence of 'Iraq against the Turks, but it fell unheard in the reverberation of the Ruwandiz operations.

The policy of the *'ulama* was no doubt directed to an object no different from that which they had ever had in view in Turkish times. A strong central government is abhorrent to a priesthood whose ambition it is to establish their authority as final in temporal as well as in spiritual affairs. Persians by birth and nationality, though resident in 'Iraq, they regard the subservience of the civil arm to the religious leaders in their native country as the ideal to be aimed at in the land of their adoption. With intent to embarrass the 'Iraq Government, envenomed reports were put about by their followers. On the one hand it was hinted that the *'ulama* wished to eliminate the King in favour of a republic, or even of a return to direct British control; on the other it was indignantly whispered that the country was still groaning under martial law and that the freedom necessary for the holding of elections was denied. Preposterous as the latter statement was, it was so frequently the subject of subtle insinuations in the vernacular press that the High Commissioner found himself constrained to issue an official dementi, pointing out that at no time since the establishment of the provisional national government, in November, 1920, had any form of martial law prevailed

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in 'Iraq, that courts constituted by law had administered the law of the land without interference from, or subjection to, the military authorities, and that the ordinary course of civil administration had never suffered interruption.

King Faisal's Visit to Southern 'Iraq.

On 18th June, His Majesty the King left Baghdad to tour the southern Divisions. He proceeded to Basra by the Tigris, stopping at Kut and at 'Amara. Everywhere he was received with enthusiasm, and at Basra the demonstrations of welcome were truly splendid. He returned by Nasiriya, Diwaniya and Hilla, and was warmly greeted in all places. On every occasion, public and private, he represented to his subjects the danger of further delay in carrying out elections. He also directed his efforts to obliterating from the mind of the tribesmen the impression that the present 'Iraq Government was a government of *effendis*, hostile to tribal interests, and he paid special attention to the importance of maintaining the existing system of deciding tribal disputes by tribal arbitration. He returned to Baghdad on 29th June.

During his absence the anticipated crisis had been reached and safely weathered.

Banishment of Shaikh Mahdi al Khalisi.

On 21st June, a young *saiyid*, nephew of Shaikh Mahdi al Khalisi, the notorious *mujtahid* of Kadhimain, was arrested while attempting to post a copy of the latest anti-election *fatwah* on the door of the Kadhimain mosque. Thereupon, a small crowd gathered and endeavoured to secure his release by force ; sufficient resistance was offered to necessitate the despatch of other constables to the assistance of those who had made the arrest before the *saiyid* could be taken to the police station. While he was being examined there, a report was received that a son of Shaikh Mahdi had attempted to post on the mosque door another copy of the *fatwah*, and that the police who tried to arrest him had at his instigation been assaulted by the populace and severely handled. The Assistant Commandant of Police, an Arab officer, then took out a body of constables and dispersed the crowd which had assembled in and round the mosque. Later, the two sons of Shaikh Mahdi were arrested, together with another *saiyid* who had played a prominent part in the incident. On 23rd June, Shaikh Mahdi directed that the bazaar in Baghdad should be closed as a protest against the arrest of his sons, but the order was obeyed by a few shopkeepers only and no demonstrations took place.

Although no serious breach of the peace had occurred, the incident, falling as it did while the King was actually engaged in an election campaign in the provinces, brought the authority of Government into definite and open conflict with the influence of

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the *'ulama*. Should the writ of the King and his Government or that of alien *mujtahids* run in the land ? The Council of Ministers, armed with an amendment in the penal code which had been passed on 9th June, giving the 'Iraq Government the right to deport foreigners for political offences, and relying on the fact that the Khalisi family are Persian subjects, resolved to vindicate the authority of Government. An official communiqué was issued to the press condemning in strong terms the action of the *'ulama* in using the holy shrines as centres of political propaganda and affirming the Government's determination to fulfil its obligation to summon the Constituent Assembly. At the same time a telegram was despatched to the King, who was in Basra, asking that the Council should be empowered to arrest Shaikh Mahdi and his sons under the provisions of the law. His Majesty telegraphed his consent and Shaikh Mahdi was arrested in his house at Kadhimain during the night of 25–26th June. He and his two sons, Hasan and 'Ali, together with his young nephew, 'Ali Taqi, were despatched to Basra by special train and sent by boat to Aden whence it was anticipated that they would go to Mecca for the pilgrimage. This they subsequently did.

Departure of Persian 'Ulama from Najaf.

The Persian *'ulama* of Najaf alone attempted a protest against the vigorous action of the Prime Minister, 'Abdul Muhsin Beg, and his cabinet. At their order the bazaars of Najaf were closed on 27th June and under the leadership of the two principal *mujtahids*, Saiyid Abul Hasan al Ispahani and Mirza Husain al Nayini, a large party of *saiyids* and theological students set out for Karbala, with the intention of organizing a general exodus of Shi'ah priests to Persia. Many turned back on the way and eventually only about fifty persons, including the two *mujtahids*, arrived at Karbala on 29th June. The Ministry of Interior telegraphed to the *Mutasarrif* directing him to assure the *'ulama* generally that the Government intended to take no action against them and that, provided that they abstained from interference in politics, they would continue to be the object of reverence and respect. When, however, nine important *'ulama*, with twenty-five relatives, servants and students, persisted in their determination to leave the country, every facility was offered them by the 'Iraq Government for the performance of their journey in comfort. They were provided with a special train to Khanaqin and they crossed the Persian frontier on 3rd July. The whole party went as far as Kermanshah, where they halted to await developments.

As far as 'Iraq was concerned they waited in vain. Their departure and even the deportation of Shaikh Mahdi aroused scarcely any comment. The Sunni north evinced some satisfaction that the Government had at length wakened to a sense of its responsibilities; the Shi'ah tribes showed no desire to step forth

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in defence of their religious leaders, indeed their attitude was mainly one of indifference. It is seldom that an Oriental government is criticised for adopting strong measures, either wrongly or rightly, strength being in the popular mind the criterion by which governments are measured ; but in this case the action of the King and his Council coincided with the trend of public opinion. The Arab, whether he be Shi'ah or Sunni, is not submissive to the order of his clergy when they step beyond their religious rôle, and the 'Iraq tribes in particular had not forgotten the lesson of 1920, nor the disastrous consequences of having rushed, at the dictate of the *mujtahids*, into open revolt against the civil authority. Such uneasy confidence as they may have had in the political wisdom of men of religion had been rudely shaken during that year.

Sojourn in Persia and Return of the 'Ulama with the exception of Shaikh Mahdi.

The conclusion of this instructive episode may here be suitably described. The Persian Government took up, perhaps with some reluctance, the cause of the *mujtahids*. The position of the latter was somewhat ludicrous : they had thrown a bomb which had not exploded, but in throwing it they had dislodged themselves. Notwithstanding the reverence accorded to them in Persia, there was no denying the fact that they had condemned themselves to homeless exile, while the ungrateful country to which they had so peacefully and profitably devoted their religious labours exhibited a callous indifference to their plight. And, on top of all, here was the Persian Government engaged in making protests which, as the *mujtahids* were painfully conscious, would only embitter the dispute and harden the heart of the 'Iraq Government against them. So loud, however, did the artificial agitation in Persia resound, that His Britannic Majesty's Minister in Tehran flew down to Baghdad, on 22nd July, to attempt to arrive at a solution. He encountered a front of adamant on the part of the King and his Ministers, but he returned to Persia, on 29th July, with an assurance that the 'Iraq Government would be disposed to consider favourably a suggestion that the *'ulama* should be allowed to return after the Constituent Assembly had finished the work for which it was being called together.

The *'ulama* duly proceeded on their way and ultimately alighted in the city of Qum, south of Tehran. Early in September it was learnt that two of their number were about to return to 'Iraq, it was believed with the intention of proposing terms to His Majesty for the return of their colleagues. After some debate, permission was given to visa their passports. They reached Kadhimain on 12th September, almost unnoticed, and at once proceeded to their home in Najaf, since when history has nothing further to record of them.

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In October, Shaikh Mahdi al Khalisi, returning from his pilgrimage, disembarked at Bushire and proceeded to Qum. Never on easy terms with the two chief *mujtahids*, Abul Hasan and Mirza Husain al Nayini, he did not endear himself further by an attempt to win the gratitude of the Persian Government by issuing a *fatwah* from Shiraz, decreeing that the fifth of their income due from all Moslems to the *mujtahid* body should in future be paid into the Persian treasury for expenditure on Persian armed forces. After his arrival at Qum there were many rumours of bickerings between him and the divines who had gone into exile for his sake, and while he devoted himself to comparatively unimportant propaganda against the British Government, the 'Iraq Government and King Faisal, the voluntary exiles exhibited growing signs of a desire to make their peace with 'Iraq and be permitted to return. With the accession of the 'Askari Cabinet to office, in November, 1923, the Shi'ahs of 'Iraq made a general movement of reconciliation with the Government, and in February, 1924, it was decided, with the concurrence of the High Commissioner, that there was no objection to the return of the *mujtahids*, with the exception of Shaikh Mahdi, provided they gave undertakings to His Majesty that they would refrain from interference in politics. Their exile, though it was self-chosen, formed a deep-seated cause of estrangement between the Persian and 'Iraq Governments; the flow of students and pilgrims from Persia had been interrupted, and not only the holy cities, but also the railway system of 'Iraq were straitened for lack of the money which the pilgrims were accustomed to expend in the country. Moreover, it was felt, and as it proved rightly felt, that at any rate for the moment the power of the *mujtahids* for evil had been shorn to the roots by their foolish act of protest and subsequent repentance. They were accordingly allowed to return on condition that they refrained from taking part in politics, and they made an unobtrusive re-entry into 'Iraq on 22nd April, 1924. Shaikh Mahdi al Khalisi withdrew in indignation to Meshed there to continue to give vent to empty thunderings.

The 'Iraq Government is to be congratulated on a firmness of purpose which ended in a victory over the turbulent Persian clergy, quite as conspicuous as any which had been won on previous occasions by the Ottoman Government. The strong measures taken in June bore immediate fruit in the progress of the elections.

Resumption of Elections.

The 'Iraq Government lost no time in following up the advantage it had gained in its struggle with the *mujtahids*. On 7th July, 1923, the Council of Ministers decided to proceed with the interrupted elections as from 12th July. Acting on this resolution, the electoral machinery was set in motion by the Ministry of Interior, and worked with smoothness.

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Some slight reluctance to register was experienced at first among the primary electors of Kirkuk and Arbil on account of the old fear that registration was a preliminary to conscription, but these doubts were set at rest. On the occasion of a subsequent visit to Kirkuk, the High Commissioner found that the only cause for hesitation in participating in the elections was an uncertainty as to whether the special conditions accorded to the Liwa when the inhabitants accepted inclusion in 'Iraq would thereby be jeopardized. These privileges were that Kirkuk should retain its own language, Turkish, as the official language; that its officials should be local men, and that their appointments should be subject to the concurrence of the High Commissioner. His Excellency assured them that these would not lapse unless the inhabitants decided voluntarily to dispense with them, and a definite promise to the same effect from the Ministry of Interior was put on record. Under the guidance of an able and influential mayor, of Turcoman origin, the elections were carried through without further difficulty.

After the return of His Majesty from 'Amman, where he paid a visit to His Highness the Amir 'Abdullah from 27th July to 4th August, the High Commissioner went on tour in the southern part of 'Iraq from 6th August to 24th August, and, beyond certain small discrepancies of procedure, found that progress was satisfactory from Baghdad to Basra. He made it clear to the people at numerous public receptions and in private discussions that the British and 'Iraq Governments were united in purpose and especially that they were agreed in desiring a full participation of the tribesmen in the government of the country. The conviction which was spread among the rural population to this effect is reported to have played a large part in facilitating the elections.

Tribal Registration.

Some delay was caused by uncertainty as to tribal registration. Under the Turkish regime the tribes had never been known to take part in elections, but His Majesty's Government felt that, in a body the work of which was of such vital importance as would be that of the Constituent Assembly, the very large tribal section of the community, embracing most of the agrarian population, should be duly represented. The insertion into the Electoral Law of a clause giving the tribes a minority representation of twenty on the analogy of the minority representation accorded to the Jewish and Christian communities was therefore insisted upon. It was always intended, however, that if individual tribal cultivators wished to register as primary voters with the urban population, they were entitled to do so. This intention was not fully understood and serious discrepancies in registration in the different liwas were the result. The point was referred to the Ministry of Justice and, on 9th August, was brought before the Council of Ministers who correctly resolved that the right to

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special representation did not prevent tribesmen, other than pure nomads, from being registered in the same manner as the townspeople. The decision was of great importance for it was clear that if the shaikhs took advantage of it the rural electors would outnumber the urban. This was, in fact, what occurred; the shaikhs registered their tribesmen by thousands and the elections assumed a character unknown under Ottoman rule, when not a tribal vote was recorded, or a tribal or Shi'ah representative returned to the Constantinople Chamber from a population of which half professed the Shi'ah tenets, while the vast majority of the agrarian population was tribal in its social organization.

Dissolution of the Hizb al Hurr.

The resolution of the Council of Ministers resulted, incidentally, in the break up of the moderate party, the Hizb al Hurr, which had been formed in July, 1922, under the presidency of the eldest son of the Naqib, to carry on the principles of the Naqib's Cabinet, namely, the conclusion of a treaty with Great Britain and the holding of elections for the Constituent Assembly. On 4th August, 1923, the party published an announcement that it was the duty of its members to participate in the resumed elections, but on 22nd August the Baghdad Committee communicated to the press a letter which had been addressed to the Ministry of Interior protesting against the registration of tribesmen on the electoral rolls. This step was all the more unreasonable because the party owed its weight to the adherence to it of tribal leaders whose interests were obviously served by tribal registration. It was due mainly to the ineradicable traditions of Turkish rule from which the elder men among the city notables could not be turned. The criticism of the local press was too forcible to be faced. The Committee decided to close down the party, and committed *hari kirri* by issuing an injunction to the members of the party that they should not take part in the elections. The registration of tribesmen nevertheless continued unchecked.

Modifications in the Distribution of Deputies.

As occasion demanded, certain modifications were introduced into the Electoral Law regarding the apportioning of members to the divisions into which 'Iraq is administratively divided. In Kirkuk requests for permission to register had been received from Sulaimaniya and acceded to, but on the re-constitution of the Sulaimaniya Division in March, 1924, a proportion of deputies was assigned to it in accordance with the number of primary electors. The registration of primary electors was terminated on 16th December, secondary elections began on 25th February, 1924, and all results were declared by the middle of March.

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Turkish Propaganda at Mosul.

It may here be well to allude in passing to the so-called representatives of Mosul in the Grand National Assembly at Angora. A small pro-Turkish group, composed almost exclusively of men to whom the 'Iraq Government had not seen fit to give employment, was known to exist in the Northern Division and towards the end of September, 1923, it began to be rumoured that they were preparing a petition to the Turkish Government in connection with the despatch of deputies to Angora. After peace with Turkey was concluded, it was thought advisable to disband the Central Force which had been enrolled from the tribesmen in the spring as a counter-stroke to Turkish military preparations on the frontier and placed under the command of the Amir Zaid. The residence of His Highness in Mosul, where loyalty to the throne is strongly marked, had exercised a constraining influence on the pro-Turkish group, and it was after his return to Baghdad, in September, that their activities increased. They were encouraged by letters from Turkish sources secretly conveyed into the country, urging them to make a pro-Turkish demonstration in connection with the elections. These requests were accompanied by assurances that Mosul would be handed back to Turkey by December. Although the petition was widely circulated, it is understood that it was not possible to obtain as many as 100 signatories. But in December it was rumoured that two or three persons, on the strength of a document nominating them as deputies for Mosul bearing some 90 seals, had slipped over the frontier to take their seat in the Grand National Assembly. It has since been ascertained that they are at present posing at Angora, but their credentials are so slender and their reputation so dubious that not even Turkish papers have made much boast of their presence. Two are ex-Turkish clerks, one of whom was twice dismissed from Ottoman service for embezzlement and other misconduct and could obtain no employment under the 'Iraq Government, while the other had taken up some Government contracts, defaulted heavily and absconded.

Ja'Far Pasha appointed Mutasarrif of Mosul.

It was felt that the fact that so small a band of dissidents should be able to misrepresent the attitude of the people of Mosul, to the great dissatisfaction of the latter, was not creditable to the local administrative authorities; accordingly, it was decided by the Ministry of Interior to place Ja'far Pasha as *Mutasarrif* at Mosul. The Pasha, after attending the Lausanne Conference in an advisory capacity, had remained in London as representative of the 'Iraq Government and had returned to Baghdad in September, 1923, on a short period of leave. He consented, with some reluctance, to relinquish his post in London, since his

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presence at Mosul was considered desirable, but requested that in view of his position as an ex-Minister, his military experience, and the emergency conditions with which he was called upon to deal, he might be given command of the 'Iraq forces in the Liwa, in addition to his civil functions. This was agreed to by the Council of Ministers and he left for Mosul on 5th November. There will be occasion to allude again to the beneficial effects of the short period of his tenure of the office of *Mutasarrif*. The fall of the Sa'dun Cabinet interrupted his work in the north and called him to bear heavier responsibilities.

Fall of the Sa'dun Cabinet.

The position of 'Abdul Muhsin Beg and his colleagues had during the autumn of 1923 been growing increasingly difficult. In spite of the lack of opposition encountered after the expulsion of Shaikh Mahdi al Khalisi, the extremist section of the Shi'ahs nourished a secret animosity against the cabinet responsible for the step, and from Persia Shaikh Mahdi and the *mujtahids* of the exodus were unwearying in hostile insinuation. There were also grave differences of opinion between His Majesty King Faisal and the Cabinet on administrative questions which were aggravated by a certain lack of experience on both sides in the niceties of cabinet government. A deadlock was finally reached and, on 16th November, the King accepted the resignation of 'Abdul Muhsin Beg and called upon Ja'far Pasha to form a cabinet.

Change in the attitude of the Shi'ahs.

The fall of the Sa'dun Cabinet at this juncture was in some respects unfortunate. 'Abdul Muhsin Beg and his colleagues had enjoyed a distinguished year of office, on which they had every right to look back with satisfaction. They had also made very substantial progress in the negotiations with His Majesty's Government over the provisions of the agreements subsidiary to the Treaty and over the drafting of the Organic Law which was practically finished. It was disappointing for them to be deprived of the opportunity of carrying to completion measures for which they had been so largely responsible. On the other hand, the appearance of a new Government gave the Shi'ah community the opportunity for reconciliation for which it had been secretly longing. On its being made known that two portfolios, including that of Finance, had been allotted to members of the sect, a deputation of leading Shi'ahs waited on the King and presented to him a manifesto in which they declared it to be their conviction that the Shi'ah community had been in error in opposing the British connection and that it was their intention to make a radical change in policy.

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The 'Askari Cabinet.

The composition of the 'Askari Cabinet was as follows :—

Prime Minister (without portfolio) : Ja'far Pasha al 'Askari, Mutasarrif of Mosul.
Interior : 'Ali Jaudat Beg, Mutasarrif of Muntafiq.
Defence : Nuri Pasha Sa'id (no change).
Finance : Haji Muhsin Chalabi Shalash (Shi'ah merchant).
Communications and Works : Sabih Beg, Amin al 'Asimah.
Justice : Shaikh Ahmad Effendi Fakhri, Qadhi ot Mosul.
Awqaf : Shaikh Salih Bash'ayan, Mutasarrif of 'Amarah.
Education : Muhammad Hasan Abul Muhaisin (Shi'ah 'Alim).

The portfolio of Finance passed, for the first time since Arab Government had been established in the 'Iraq, from the hands of Sasun Effendi Haskail who, from November, 1920, until November, 1923, had never been absent from the Ministry, save for a few months leave in England in the summer of 1923. Nuri Pasha, formerly Chief of the General Staff of the 'Iraq Army, had been appointed Minister of Defence a few weeks previously, while Sabih Beg had held the portfolio of Communications and Works under the Naqib. The other ministers were new to Cabinet office.

Unveiling of the Statue of General Sir Stanley Maude.

The first public occasion in which the Ministry participated officially was the unveiling of the statue of General Sir Stanley Maude by the High Commissioner on 4th December, in the presence of the King, the Air Marshal, and the notables of Baghdad. The ceremony made a deep impression.

Opening of the Railway Extension to Karbala.

The spirit of loyalty which pervaded the Shi'ah holy towns was emphasized when, on 10th December, the King paid an official visit to Karbala, on which the High Commissioner was invited to accompany him, for the purpose of opening the railway extension. King Faisal, and also the representative of His Majesty's Government, received a cordial welcome. The King, who proceeded to Najaf on pilgrimage, held a reception there at which he spoke strongly on the necessity of convening the Assembly and ratifying the treaty. He returned well satisfied with the temper of the holy cities.

The Khilafah.

A remarkable example of the trend of Shi'ah feeling was afforded by the events following on the abolition of the Khilafah by the Turkish Government. The form of the *Khutbah*, the supplication for the welfare of Islam and the Khalif, delivered weekly

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at the Friday prayers in all Sunni mosques, had previously been the subject of some dissension. After King Faisal's accession to the 'Iraq throne, his name and that of his father were inserted after that of the Sultan and Khalif, who was mentioned by name, and when the Sultan, Wahid al Din, was exiled and Majid Effendi appointed Khalif in his place, 'Iraq obediently accepted the decree of Angora. King Faisal argued with justice that it was an insult to himself that the prayers of his people should be requested for an alien sovereign in the temporal as well as the spiritual capacity of the latter, and one of the first acts of the 'Askari Cabinet was to remove the name of the Turkish Khalif from the *Khutbah*. This change was introduced on 1st February, 1924, a month before the Khilafah was abolished. In March, King Husain was on a visit to the Amir 'Abdullah at 'Amman, whither an official deputation, led by Nuri Pasha, had been despatched to carry him the greetings of the King and the 'Iraq Government. The news of his father's proclamation as Khalif reached King Faisal through telegrams from his brothers, the Amirs 'Ali and 'Abdullah, and from the Mufti of Jerusalem, who is also President of the Islamic Society of Jerusalem. With great wisdom King Faisal decided to leave the decision of 'Iraq in the hands of the *'ulama* and notables, whom he proposed to summon in Council, but Baghdad forestalled him. On 11th March, Saiyid Mahmud, eldest son of the venerable Naqib, who is the leading Sunni in 'Iraq, on behalf of his father made acknowledgment to King Faisal of King Husain as Khalif, and a few hours later all the *'ulama* and notables followed his example, including the two Shi'ah Ministers. On Friday, 14th March, the Khutbah was read for the first time in the name of King Husain. This sudden resolution was accepted by the whole population of 'Iraq, not excepting the Shi'ahs, the town of Karbala, in particular, being prominent in the recognition it accorded. This was the more striking as the Shi'ah community has never recognised either an 'Abbasid or a Turkish Khalif; but they argued that since a member of the tribe of Quraish and a direct descendant of the Prophet had come to the spiritual headship of the Moslem world, they could see no reason for withholding their allegiance. It should be added that when King Husain abdicated in the autumn his name was dropped out of the *Khutbah* in 'Iraq.

The 'Id al Nahdhah.

It happened that, on the succeeding day, Saturday, 15th March, fell the *'Id al Nahdhah*, the Feast of Awakening, in commemoration of the revolt of the Arabs in the Hejaz, in 1916, under King Husain and his sons. The day opened with a review of 'Iraq troops by the King, after which he laid the foundation stone of the central administrative building of the Ahl al Bait University, and opened the completed Divinity College which he had founded on the *'Id al Nahdhah* in 1922.

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Signature of the Treaty and Agreements.

On 25th March, 1924, the Agreements subsidiary to the Treaty, which had been the subject of long and grave discussion between His Majesty's Government and two successive 'Iraq Cabinets, were signed and the instrument of alliance was thus ready for submission to the Constituent Assembly preparatory to ratification.

In addition to the Agreements signed on the 25th March, the Treaty provides in Article X for the conclusion of separate agreements to secure the execution of any treaties, agreements or undertakings which His Britannic Majesty is under obligation to see carried out in respect of 'Iraq. His Majesty's Government did not propose to press the 'Iraq Government to conclude these special agreements forthwith, when it had not developed fully the machinery for carrying out the international obligations by which, like other independent Governments, it will eventually be bound. His Majesty's Government were therefore prepared to rely upon the 'Iraq Government to carry out its obligations under Article X of the Treaty in due course, but at the same time considered it desirable that the two Governments should be agreed as to the treaties, agreements, etc., to which reference is made in Article X. This was effected by an exchange of Notes, copies of which are included in the annexure* to this section of the Report.

Opening of the Constituent Assembly.

The Constituent Assembly was opened by the King on 27th March, in the presence of the High Commissioner, the Air Marshal and a large audience. Of the hundred deputies, 85 were in attendance, a few vacancies having occurred since the returns were declared, while some of the more remotely situated representatives had not yet had time to reach Baghdad. The King, who was received with bursts of applause repeatedly renewed, presented in his full Arab dress a figure of singular dignity. He himself read the speech from the throne in a voice which showed signs of great emotion. Having offered praise to God, he reminded the members of the Assembly that they had been delegated by the nation to express its wishes on three important matters :

(1) They were to decide on the Anglo-'Iraq Treaty for the establishing of foreign politics.

(2) To pass the 'Iraq Constitution for the safeguarding of the rights of individuals and associations and the stabilizing of internal politics.

(3) And to pass an Electoral Law for the Parliament which would meet to represent the people and supervise the policy of Government and its acts.

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* *See* page 54.

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He called the attention of the Assembly to the fact that the Treaty was the result of effort and consultation carried on during two years, and that upon it depended the solution of vital problems in which the help of the British Government was essential. He reminded them that Islamic Law is based on consultation and that every Moslem was familiar with the sacred injunction :

" It is for them to take counsel together."

In obedience to this holy law he called upon the Assembly to perform its task.

King Faisal having withdrawn, the Assembly elected as President the late Prime Minister, 'Abdul Muhsin Beg al Sa'dun, and as Vice-Presidents Daud Beg al Haidari, son of Ibrahim Effendi al Haidari, sometime Shaikh al Islam and now a deputy for 'Arbil, and Yasin Pasha al Hashimi, late Minister of Communications and Works.

'Abdul Muhsin Beg expressed his gratitude for the confidence reposed in him, and added his thanks to the British nation which had fulfilled its promises and paved the way to a meeting convened by the 'Iraq nation to decide upon its future.

Ratification of the Treaty by the Assembly.

The debates on the Treaty and Agreements lasted until 2nd June. Though the Assembly began its work under very favourable auspices, the political atmosphere was speedily overclouded, various circumstances contributing to obscure the true issues. There was a genuine feeling, even among some of those who were the heartiest advocates of an alliance with Great Britain, that the conditions, especially those contained in the Financial Agreement, were too heavy for the 'Iraq State to carry out. Many of the tribal deputies, naturally ignorant of the wider aspects of statecraft, sought to bring pressure to bear on the King and his Cabinet by trying to gain privileges for themselves as individuals or as a class in return for their adhesion to the official policy. Again, a motive for opposition to the proposals of the 'Iraq Government was the desire of rival politicians to throw out the 'Askari Cabinet in order to assume office themselves. But the most disturbing feature was the agitation got up by the extremist party in Baghdad, led by a group of lawyers, against the ratification of the Treaty. They stopped short neither at the grossest misrepresentation, nor at the most flagrant intimidation to obtain their end and were generally believed to be the instigators of an attempt, made on 20th April, to assassinate two tribal deputies, well known for their pro-Treaty attitude.

On 20th April, the Committee of the Assembly, which had been appointed to study the documents, under the presidency of Yasin Pasha, presented a lengthy and tangled report which recommended amendments both in the Treaty and in the Agree-

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ments, but whether previous or subsequent to ratification was not stated. On this issue all the subsequent debates turned. Finally, on 29th May, the agitators, *extra muros*, organised and carried out a demonstration, in the street leading to the House of Assembly, composed of coffee-shop loiterers and similar material, with a view to terrorising the deputies. In this, the police being unprepared, they were entirely successful. The deputies of all colours sat trembling in the Chamber until, at the request of the Minister of Interior, the Minister of Defence ordered out some cavalry of the 'Iraq Army to clear the street with the butt end of their lances. The crowd dispersed immediately and the police, then and subsequently, resumed control of the town.

By the end of May every point in the Treaty and Agreements had been discussed repeatedly. Everything possible in the way of reassurance, especially as regards the implementing of the Financial Agreement, had been given by His Majesty's Government, and the High Commissioner had been unremitting in explaining all the questions presented to him. Anonymous intimidation was still going on and had produced an atmosphere of panic in which all argument suffered distortion. His Majesty's Government, therefore, resolved to put an end to a tension which was becoming dangerous by bringing the 'Iraq Mandate before the League of Nations at its June session ; the 'Iraq Government was informed that if no decision had been reached by 10th June it would be taken as a rejection of the Treaty and the statement to the Council of the League would be modified accordingly. The date was reached ; the Assembly met and, with characteristic indecision, adjourned till the next day. But on learning that the communication to the League of Nations could not be postponed, the Prime Minister and the President of the Assembly exerted themselves to get the deputies together again, with the result that after nightfall, 69 out of the 100 members had assembled and the Treaty was carried before midnight. The figures on the final vote were 37 in favour and 24 against, while 8 abstained. Seven of the abstainers had, however, at the previous vote declared against holding up ratification until amendments had been made and refrained from voting on the second occasion from fear of being assassinated on their way home. The actual resolution which was carried ran as follows :—

> " This Assembly considers that many of the Articles of the Treaty and Agreements are so severe that 'Iraq would be unable to discharge the responsibilities of the alliance desired by the people of 'Iraq. But it relies upon and trusts the honour of the British Government and nobility of the British nation and is confident that they will not agree to burden 'Iraq, nor to prejudice the aspirations of its people. It is only this confidence and trust on the part of 'Iraq which has induced the Assembly to accept the statements which have been received from His Excellency the High Commissioner

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on behalf of the British Government, to the effect that the British Government, after the ratification of the Treaty, will amend with all possible speed the Financial Agreement in the spirit of generosity and sympathy for which the British people are famous. In view of this, the Assembly recommends that His Majesty the King should ratify the Treaty, Protocol and Agreements, provided that immediately after such ratification His Majesty shall enter into negotiations with the British Government for securing the amendments suggested by the Committee of the Assembly. This Treaty and its subsidiary Agreements shall become null and void if the British Government fail to safeguard the rights of 'Iraq in the Mosul Wilayat in its entirety."

The passing of the Treaty was a notable event and the King and his Government are to be congratulated on their successful efforts in impressing upon the Assembly the importance of the issue. That the 'Iraq nation as a whole was satisfied by the decision was testified by the number of congratulations received from all parts of the country by the High Commissioner.

Negotiations at Constantinople.

During the course of these debates, Sir Percy Cox had carried on, in Constantinople, fruitless negotiations with the Turkish Government on the Turco-'Iraq frontier question. The Chief of the General Staff of the 'Iraq Army, Taha Beg, a brother of Yasin Pasha, had been appointed, in an advisory capacity, on Sir Percy's staff. The negotiations broke down on 9th June and there remained no alternative under the Treaty of Lausanne but to refer the question to the decision of the League of Nations.

It was known to be the intention of Ja'far Pasha to resign after the debates on the treaty had been brought to a close, but various delays occurred in the formation of the new Cabinet which had not yet come into being when the High Commissioner went on leave on 14th July. The Counsellor, Mr. Nigel Davidson, acted for His Excellency till his return on 16th September. Meantime the Constituent Assembly carried out the remainder of its work with little discussion.

Passage of the Organic and Electoral Laws.

The Organic Law was debated from 14th June till 10th July and passed as presented by the Cabinet, with immaterial verbal alterations, by a unanimous vote. The Electoral Law was considered from 26th July to 2nd August when it was passed unanimously. The Assembly was then dissolved.

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The Hashimi Cabinet.

On the same day the Royal Iradah appointing the new Cabinet was issued. It was composed as follows :—

Prime Minister : Yasin Pasha al Hashimi.
Minister of Interior : 'Abdul Muhsin Beg al Sa'dun.
,, ,, Finance : Sasun Effendi Haskail.
,, ,, Defence : Yasin Pasha al Hashimi, acting.
,, ,, Communications and Works : Muzahim Beg al Pachahji.
,, ,, Justice : Rashid 'Ali Effendi al Gilani.
,, ,, Auqaf : Ibrahim Effendi al Haidari.
,, ,, Education : Shaikh Muhammad Ridha al Shabibi.

'Abdul Muhsin Beg and Sasun Effendi resumed the portfolios they had held from November, 1922, to November, 1923. Muzahim Beg, an advocate of good family, Rashid 'Ali Effendi, a Judge of the Court of Appeal, Ibrahim Effendi, ex-Shaikh al Islam, and Shaikh Muhammad Ridha were new to Cabinet office.

At the first meeting of the Cabinet it was decided that Yasin Pasha's position as acting Minister of Defence was anomalous, and he was asked to assume the portfolio in addition to his duties as Prime Minister. The functions of the Minister of Defence had, however, undergone considerable modification by the creation of a new military post, that of Deputy Commander-in-Chief, His Majesty the King being the nominal Commander-in-Chief. To this post Nuri Pasha al Sa'id, ex-Minister of Defence, was appointed on 29th July. The Deputy Commander-in-Chief was placed in executive control of the army, and in the fulfilment of his duties was responsible to the Minister.

In December a Ministry of Foreign Affairs was instituted and Yasin Pasha entrusted with the portfolio, in addition to his other offices. The High Commissioner raised no objection but he pointed out that the British Government has assumed responsibility for the fulfilment by 'Iraq of the provisions of the Anglo-'Iraq Treaty, and that King Faisal had agreed to be guided by the advice of the British Government on all important matters affecting international obligations and British interests.

The Hashimi Cabinet was generally recognised as presenting a high level of merit, and it justified public appreciation by issuing a wise and moderate official programme, couched in sober language. That it has, in fact, been unable up to the end of the year to carry out any of the constructive measures which it had in view should be attributed largely to the state of uncertainty which must prevail until the question of the northern boundary is finally laid to rest, as well as to the unsatisfactory nature of economic conditions.

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The first induces a natural preoccupation with political considerations, apart from the interests of sound administration, while the second has sapped the power of the Government to undertake obligations which it may not be in a financial position to meet, or to forward schemes of development which it would find itself unable to carry out.

Incident on the Northern Frontier.

The Cabinet was confronted immediately after it had taken office with the danger of Turkish aggression. Some of the Assyrians had reoccupied their former homes beyond the limits of the former Mosul Wilayat, and it was partly with a view to their protection, and also as a result of a closer examination of strategical and geographical considerations, that proposals for a slightly extended northern frontier were put forward at the conference at Constantinople and subsequently to the League of Nations. A new *Wali* had recently been appointed by the Turkish Government at Julamerk, and his arrival was accompanied by a sharp revival of Turkish propaganda, including the report that he was about to visit Chal, one of the districts which the British Government had claimed to lie within the sphere of 'Iraq influence, and therefore to be included in the zone in which no political activity or administrative changes should be permitted pending the decision of the League. The Assyrians were warned by the *Qaimmaqam* of Amadia not to take matters into their own hands, nevertheless, when the *Wali* appeared in their area, with a small escort, he was ambushed and taken captive, while one or two of the escort were killed or wounded. Orders were issued for his immediate release, but before these arrived he had already been set free and allowed to make his way to Chal. There he was visited on 18th August by the *Qaimmaqam* of Amadia and the Administrative Inspector of Mosul, who pointed out that as long ago as October, 1923, the High Commissioner had protested against any attempt to strengthen Turkish claims to Chal by an alteration in the *status quo.*

The matter was not to end there. The Turks concentrated troops and irregulars on the right bank of the River Haizil, and, on 14th September, a Turkish force, including regular soldiers, crossed the river into 'Iraq territory. It was immediately attacked by air and driven back and a protest was lodged with the Turkish Government by the British Government. The Turkish encroachment, however, continued, the troops moving well within the true northern boundary of the Mosul Wilayat and attacking 'Iraqi police posts. The objective was the Upper Tiari country, the inhabitants of which were responsible for the capture of the *Wali.* The Assyrians deserted their villages and took refuge at Amadia, often in a destitute condition. The villages were then burnt by the Turks and by Kurdish irregulars, the Assyrians retaliating by sacking such Kurdish villages as lay within their reach.

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At this juncture the question of the delimitation of the Turco-'Iraq frontier came before the Council of the League of Nations and a Commission was appointed to study the rival claims and report to the Council, both parties undertaking, on 30th September, to preserve the *status quo* till the decision was taken. The Turkish Government subsequently maintained that the *status quo* mentioned in this undertaking implied the *status quo* existing at the date on which the undertaking was given (30th September, 1924), and not, as His Majesty's Government contended, the *status quo* existing at the date of the signature of the Treaty of Lausanne (24th July, 1923). To have accepted the Turkish view would have involved recognition of the unwarrantable encroachments made by Turkish forces during September. His Majesty's Government, therefore, proposed that this question should be referred back to the Council of the League. This was done and a further decision was given at Brussels fixing definitely the line of the *status quo* frontier, with small alterations, along the true boundary of the Wilayat, and laying down that either side should withdraw its troops and civil officials to the north or south of that line respectively by 15th November. These injunctions were carried out by the appointed date.

The net result of the Turkish incursion was the devastation of the northern area. It threw upon the hands of the 'Iraq Government some 8,000 refugee Assyrians, of whom 2,000 were destitute and had to be supported temporarily, until they could be settled for the winter among the Assyrian villages in the foothills. A notable feature of the incident was the meagre support received by the Turks from the Kurdish frontier tribes, in spite of the intensive propaganda which was carried on among them. The mutiny of a Kurdish regiment sent against the Assyrians was equally significant. The Turkish attack also brought a recognition, which found expression in all but the most extreme section of the 'Iraqi vernacular press, of the value of the connection with Great Britain when the defence of the rights of 'Iraq against the Turkish claim presented itself in a practical shape. The visit of the Secretary of State for Air to the frontier on 29th September, when the crisis was at its most acute stage, served to emphasize the feeling of assurance in the effective co-operation of Great Britain.

General Election.

The 'Iraq Government was notified on 10th November of the ratification of the Treaty by King George; the ratification by King Faisal took place on 12th December. The Nationality and Electoral Laws had already been published in October and the registration of electors began on 15th November and is now nearing completion.

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The Royal Family.

Of domestic interest were the departure on 28th September of His Highness the Amir Zaid for England, where he has embarked on a year's study at Oxford, and the arrival of the heir apparent, the Amir Ghazi, from Mecca, on 5th October, followed by that of the Queen and the other members of the royal family on 17th December.

Work of the Royal Air Force.

During the whole period under review, a main factor in the pacification of the country has been the Royal Air Force. By prompt demonstrations on the first sign of trouble carried out over any area affected, however distant, tribal insubordination has been calmed before it could grow dangerous, and there has been an immense saving of blood and treasure to the British and 'Iraq Governments. In earlier times punitive columns would have had to struggle towards their objectives across deserts or through difficult defiles, compelled by the necessities of their preparations and marches to give time for their opponents to gain strength. But now, almost before the would-be rebel has formulated his plans, the droning of the aeroplanes is heard overhead, and in the majority of cases their mere appearance is enough. This domination of the country by aeroplanes has, however, its possible drawbacks. In the first place, their passage is so easy that local officials are apt to ask for their help in circumstances in which police could be more properly used, or sometimes in order to help themselves out of difficulties caused by mistakes of their own administration. All applications from the 'Iraq Government for air action are therefore scrutinised by the High Commissioner most carefully before they are endorsed, and no air operation is carried out without a full preliminary report by a British Administrative Inspector. In the second place, a result of such complete dependence on the aeroplane is that the 'Iraqi troops have been little tested. The funds in the 'Iraq Defence Budget are so limited that there is no money for troop movements which are not absolutely necessary, and the Air Officer Commanding is unwilling to allow untried troops to risk a defeat which might cause all the unruly elements in the land suddenly to flare up. The 'Iraq Government is fully alive to this danger, and is devoting much thought to the expansion and training of its army with the help of British military officers, whose services have been lent to it. The Air Officer Commanding has expressed his satisfaction with the appearance and training of the 'Iraq troops and there is every reason to hope that they will, when the time comes, be strong enough. The formation has been suggested of a certain number of exemplary units of each arm with British officers in executive command. The army is supplemented by an admirable police force, the only defect of which is the comparative smallness of its numbers.

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Position of the Tribesmen.

Another potential source of weakness has been the want of sympathy between the town populations and the tribesmen. The 'Iraq officials are necessarily drawn from educated inhabitants of the towns. The advice which from time to time has been given by the High Commissioner to the 'Iraq Government has been largely directed towards securing a proper appreciation by them of the tribal situation. It is satisfactory that the executive has recently taken the tribal leaders more into consultation and has sought to enlist their support. Under representative institutions, the tribesmen, outnumbering as they do the inhabitants of the towns and settled villages, have their full share of representation, and they will consequently be able to influence the administration more than ever before.

Political Life of the 'Iraq.

Concerning the political life of the country it is difficult to speak. An 'Iraq nationality has hardly yet developed. Men feel the ties of loyalty to their tribe or their town or family more than to their country. A patriotic sense of public service is often lacking. Thus it is difficult to find lawyers and doctors who will take appointments in the provinces. There are as yet no parties, and not even any clear personal programmes.

Economic Development.

Material prosperity has been disappointingly held back by the poverty of the outside world since the war. Germany and the Levant no longer eat the dates on the export of which Basra used to flourish, while the wool, hides and corn of the rest of the country have also been in less demand. Above all, the ruin of the north of Persia, through the stoppage of its commerce with Russia, has diminished the formerly large transit trade between Persia and the Gulf, upon which the fortunes of the merchants of 'Iraq largely rested. Had not these untoward outside circumstances been counterbalanced by increased internal security and by the facilities of transport introduced by the British administration, their effect would have been crushing. In fact the result has been that the people find themselves pretty nearly upon the same level of prosperity as they had attained before the war and, ignoring the adverse factors above described, which are beyond the control of any government, they complain that they are not much better off in this respect than they were under the Turks. When once the trade of the outside world has begun to move, 'Iraq will be able to take full advantage of the improvements made during the past eight years and should enjoy an era of unprecedented prosperity. This will be helped forward by the cultivation of long staple cotton which is being eagerly taken up by the more progressive landlords both urban and tribal. Under irrigation it gives a very high yield in the long Mesopotamian summer.

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2. The Kurdish Districts on the Eastern Frontier.

Re-occupation of Ruwandiz.

The rapid and brilliant movement which resulted in the re-occupation of Ruwandiz on 22nd April has been alluded to at the opening of this report. The notables and local chieftains lost no time in obeying a summons issued by the *Mutasarrif* of 'Arbil to meet the representative of the High Commissioner who, with the Adviser to the Interior on behalf of the 'Iraq Government, reached Ruwandiz by air on 29th April. On one point they found unanimity: Ruwandiz was weary of political agitation and asked only for the establishment of a normal administration. After careful consideration it was decided to replace the *qadha* under 'Arbil and to appoint as *Qaimmaqam* Saiyid Taha, the hereditary chieftain of Neri, who was at that time a refugee in 'Iraq. A column of Assyrian Levies, which had taken part with Imperial forces in the re-occupation of the town, has proved sufficient to safeguard the new régime which has secured to the distracted district a period of peace such as is rare in its annals. Moreover. the experience of the succeeding months has abundantly proved the importance of Ruwandiz to 'Iraq. From its geographical position it commands the roads across the northern and eastern frontiers; thus the consolidation of the authority of the 'Iraq Government in this area has not only imposed an effective check on Turkish propaganda, but has enhanced the difficulty of the re-entry of Turkish irregular bands on this front.

Temporary Re-occupation of Sulaimaniya.

The British Column, having completed its work at Ruwandiz, was directed to the pacification of the areas to the south. It arrived without opposition at Sulaimaniya town, on 16th May, and was received with every expression of good will, Shaikh Mahmud taking flight into the Persian hills.

Since the protocol had limited the period of the Anglo-'Iraq Treaty to four years, it was clear that the former policy of direct administration of Sulaimaniya, under the High Commissioner, even if this were desirable in itself, had now become impracticable, and the object in view was to establish an administration which, while respecting Kurdish national susceptibilities, should definitely unite the Division with the 'Iraq State under a system of local control. While representative Kurdish leaders were ready to agree to the scheme of administration which the High Commissioner, with the concurrence of the 'Iraq Government, proposed to them, fear of their inability to resist, with local gendarmerie, the return of Shaikh Mahmud made them stipulate for the maintenance of the existing or an equivalent Imperial force in Sulaimaniya, which, in view of the rapid reduction of the British military commitments in 'Iraq, could not be contemplated. When the Kurdish local council which had been placed in pro-

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visional charge at Sulaimaniya heard, on 15th June, that it was the irrevocable intention of His Majesty's Government to withdraw Imperial troops from the Division, it incontinently resigned and Sulaimaniya was left without any administration in being. This being the case, it was practically certain that Shaikh Mahmud would return to fill the vacuum created by the inability of the notables to take any course which would involve responsibility, but his potentialities for evil had been greatly reduced by the occupation of Ruwandiz and his authority was curtailed by detaching from Sulaimaniya such *Nahiyahs* as were conveniently situated and uniting them to the Divisions of 'Arbil and Kirkuk.

Shaikh Mahmud's Return to Sulaimaniya and Detachment of other Qadhas from Him.

The withdrawal of the British column was the signal for a panic among the respectable citizens of Sulaimaniya, about a thousand of whom accompanied the retreating force to Kirkuk. Events proved their wisdom. Hooligans were looting the bazaar before the dust had settled behind the column and within two days the notorious Hamawand murderer and outlaw, Karim Fattah Beg, had declared himself Governor in the name of Shaikh Mahmud. It was not, however, till 11th July that Shaikh Mahmud himself summoned up courage to return, and by this time administration in the detached *Nahiyahs* was working satisfactorily.

On the re-appearance of Shaikh Mahmud it was therefore decided, with respect to the core of the Sulaimaniya Division, that it must revert to the position which had existed before the despatch of the column. It would thus have no direct connection with the 'Iraq Government and orders regarding it would be issued by the High Commissioner whose agent in these relations would continue to be the Administrative Inspector of Kirkuk. But for those districts which had voluntarily come under the loose control of the 'Iraq Government, it was laid down that all important issues concerning them should be referred by the Administrative Inspectors concerned to the Ministry of Interior, and that the Ministry should consult the High Commissioner on all large questions of policy.

Terms Issued to Shaikh Mahmud.

Shaikh Mahmud was advised through the Administrative Inspector as follows :—

> " His Excellency the High Commissioner has heard that you have returned to Sulaimaniya and has ordered me to inform you that he has made arrangements for the administration of the *Qadhas* of Rania and Qal'ah Diza, Chemchemal, Halabja and Qarah Dagh-Sangao, and for the *Nahiyah* of Mawat, and that you must not interfere in any way with the above-mentioned districts, or with the villages appertaining

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to the Saiyids of Sergalu. If (which God forbid) you act contrary to these instructions and interfere in the said districts or intrigue against the Government in other ways, the most drastic measures will be taken against you. For the present, provided that you do not interfere with the above specified districts, and provided that you do not commit hostile acts, His Excellency does not intend to take action against you."

Shaikh Mahmud's Efforts to re-establish his Authority and his Connection with the Turks.

This expedient, which was necessitated by political and military restrictions, worked as well as could be expected, but its principal effect was to allow Shaikh Mahmud another length of rope with which to perform his own hanging. Sulaimaniya town, gradually abandoned by all its wealthier inhabitants, was left to groan beneath his rapacious tyranny until even that town, though it holds the revered shrine of his ancestor, could endure the descendant no longer. An occasional application of aerial force ensured that the terms laid down by the High Commissioner were not too greatly overstepped, though from the first Shaikh Mahmud showed no intention of respecting them. Early in August he attempted to occupy one of the detached *Nahiyahs* with a tribal force. After this flagrant disregard of orders, Shaikh Mahmud's quarters in Sulaimaniya were attacked by air on 16th August, 1923, whereat his force was withdrawn from Halabja and his pen directed to inditing protestations of his eternal friendship with and obedience to the British Government.

Meantime, the administration of the detached areas was growing stronger. The registration of primary electors progressed smoothly, while the creation of a small mobile police force enabled the Administrative Inspector, in tours through the *qadhas*, to make valuable demonstration of the existence of official authority.

In November, 1923, Shaikh Mahmud was again attempting to encroach beyond the area allotted to him. The incidence of the tobacco season enabled him to supply himself with funds by levying excise duty and he was further encouraged by the continuous passage of letters between himself and the Turks. On 18th November, the Turkish Government protested to the British High Commissioner in Constantinople against the attack by air on Shaikh Mahmud's headquarters on 18th August, on the ground that it was an infringement of the *status quo*, the maintenance of which had been stipulated in the Treaty of Lausanne. The High Commissioner at Constantinople replied, under instructions, that His Britannic Majesty's Government regarded the whole of the former Mosul Wilayat as remaining in effective occupation and under *de facto* administration pending any possible alteration of the frontier, and that in consequence the operation in question was no violation of the *status quo*, but a local administrative measure, necessitated by a menace to public security.

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Heartened by small successes and hopeful of Turkish sympathy, Shaikh Mahmud now engaged in preparations for an attack on Kirkuk, and to that end he attempted to raise fresh tribal levies and gathered support from the hostile elements on the Persian frontier. The time was ripe for another forcible reminder of the terms of his presence in Sulaimaniya and his house was again attacked by air on 25th December.

The usual period of quiescence followed, but in March, 1924, Shaikh Mahmud made further efforts to increase his forces. Some of his detachments, again attempting to collect the sheep tax beyond his area, came into collision with the Sergalu villagers; Chemchemal *Qadha* was raided and in Halabja, Shaikh Mahmud's men, on their way to collect sheep tax, engaged in active hostilities with the local *Mudir*, and his lashkars threatened the administrative centre of the *Qadha*.

Meantime, deputies, including Shaikh Mahmud's own brother, had been freely elected to the Constituent Assembly, where they continued to take a staunch part in the debates on the Anglo-'Iraq Treaty and showed no sympathy with Shaikh Mahmud's turbulent activities.

By the middle of May it became necessary to take further steps for the preservation of law and order and, on 20th May, the people of Sulaimaniya were warned by notices broadcasted by air that the position held by Shaikh Mahmud and his followers would be attacked by air and advised to leave their homes and go to places of safety. Two days later Shaikh Mahmud was given an ultimatum which was to expire on 25th May. He took no steps to make submission and accordingly his headquarters were destroyed, and he fled into the neighbouring hills. Most of the inhabitants had already left the town and no casualties among them were reported.

For some time the town lay derelict, while the Shaikh and his followers exercised a reign of terror over the district, but in the middle of July a column consisting of two regiments of 'Iraq cavalry, supported by Assyrian Levies and accompanied by armoured cars and aeroplanes, occupied Sulaimaniya without encountering opposition. A loose administration was set up under the 'Iraq Government, but it was agreed that until peace was restored it should remain under the direct control of the High Commissioner.

The Council of Ministers voted a sum up to a lakh of rupees for immediate administrative requirements until the ordinary revenues should begin to be available. Although Shaikh Mahmud and his henchmen continued to carry on guerrilla warfare, which at first took the form of nightly sniping at Sulaimaniya town itself, together with attacks on patrols of the 'Iraq army, and later dwindled down to mere brigandage, the situation in the town

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rapidly became normal. When the re-occupation took place, the population had been reduced to about 700 persons; two months later, at the time of Lord Thomson's visit, it had risen to 12,000, and when the High Commissioner paid a short visit, on 16th November, he found a population of 20,000 and the municipal finances consequently flourishing.

At the close of the period under report, Shaikh Mahmud, deserted by all but a handful of his supporters and followers, is still lurking near the Persian frontier and, except in his immediate vicinity, administration is being carried on throughout the Division.

Improved Relations between the Kurds and the 'Iraq Government.

It is satisfactory to note a general advance in the solution of relations between the 'Iraq Government and the Kurdish elements of the State, culminating in the whole-hearted participation of the Kurdish districts in the elections. From the first, Kurds have enlisted readily in the 'Iraq Army which, indeed, is to a large extent officered by men of Kurdish descent; Kurds are eligible for all offices in the Civil Service, not in precept only, but also in practice. There is no reason to anticipate in the future the occurrence of racial dissension and every ground for hope that further development will follow the lines of closer amalgamation. But Arab nationalists will need to bear in mind that the end in view will be more speedily and more surely attained if the national aspirations of their Kurdish fellow subjects are treated with as much consideration as the similar sentiments which they themselves cherish.

3. The Assyrians.

Mutual Advantage of Agreement between the Assyrians and the 'Iraq Government.

Nor is it only Kurdish diversity which the 'Iraq State must learn to assimilate. Of great importance to the stability of the northern frontier is the Christian community of the Assyrians. In the 'Iraq Report for 1922–23 an account was given of the means by which a large proportion of the Assyrian refugees had been induced to return to such portions of their mountain home as lay within the mandatory protection of Great Britain, or had been settled in the foot-hills of Dohuk and 'Aqra on untenanted lands, the property of the 'Iraq Government. There has been a tendency on the part of the mountaineers to move up from the lower ground into the mountain ranges north of Amadia, but none have ventured beyond the zone administered by the 'Iraq Government under the British ægis. That zone, owing to the essential needs of the Assyrian highlanders, has extended slightly beyond the northern limits of the former Wilayat of Mosul. The Assyrians as a whole labour under no illusions as to their fate if they

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were to be re-included in Turkish limits. If the Turkish claim to Mosul, or even to the predominantly Kurdish *qadhas* of 'Amadia, Dohuk and 'Aqra, were to be established, flight would be the sole resource of the Assyrian settlers who would again, as in 1918, be reduced to exile and destitution.

The advantages to the Assyrians and to the 'Iraq State, alike, in securing a frontier which would include these areas in 'Iraq are obvious. The Assyrians, for their part, would share in the benefits of British advice and assistance offered by the present treaty, or by any subsequent agreement between the two countries. Instead of Turkish rule, they would be placed in Arab hands, who, apart from any influence exercised by Great Britain, have uniformly shown themselves benevolent to Christian communities. The 'Iraq Government, on its side, would see its frontier garrisoned by a race of sturdy mountaineers whose vital interests were involved in resisting attack from the north. That any hesitation should have been evinced on either hand in admitting the mutual advantage of agreement has been due to exaggerated expectations and misunderstandings wilfully promoted.

Self-determination.

The Assyrians are not the only small and defenceless group to whom the doctrine of self-determination has seemed sufficient in itself to create a nation and, if the phrase were not enough to delude them, there were not lacking those who were ready to exhibit its shining facets, or to disseminate the idea of a new Assyria extending from Nineveh to Van and drawing life and security from her ally Great Britain. As this image slowly faded from soberer minds, another hope, no less incapable of execution, took its place and the High Commissioner was asked to approach the British Government with a prayer that the Assyrian community should be enabled to migrate to one of the colonies of the Empire.

Agitation of the Extremists against the Assyrians: The Mosul Incident.

The anxiety of the Assyrians as to the future, which was shared by a lady as wise and reasonable as Surma Khanum, sister of the late and aunt of the present Patriarch, Mar Shim'un, was due largely to a growing hostility which they noted among Moslems There can be no doubt that public and even official opinion in 'Iraq had been alarmed by the claims of irresponsible Assyrian idealists, however manifestly absurd they may have been ; and unquestionably they formed admirable material for political agitators whose object was to throw discredit on the British Government and to arouse doubts as to the genuineness of its policy towards the 'Iraq State. In Mosul, where the garrison was composed of 'Iraq troops and Assyrian Levies, and where the Levy Depot was situated, the air was poisoned by hostile insinu-

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ations, nor were matters improved by the Assyrian Levies themselves. *Esprit de corps*, a sentiment in itself commendable, made them apt to demonstrate in ways comparatively harmless, but irritating, that they enjoyed a relatively favourable position under British officers. In an atmosphere thus charged, explosion was imminent. It came on 5th August, 1923, originating in a quarrel between a Tiari and a townsman who had jeered at the Tiari's native dress. High words led to fighting, which spread through the bazaar, the belligerents arming themselves with any handy weapon which they could pick up in the shops. A number of persons were injured before the police succeeded, after about three-quarters of an hour, in restoring order. A court of inquiry, immediately ordered by the Air Officer Commanding, found that the outbreak was unpremeditated, but that there had long been bitter feeling between the Assyrians and the Arabs.

Repatriation of Assyrian Refugees and Further Agitation.

It was unfortunate that, while the public mind was thus unduly inflamed, occasion should have been given involuntarily for a renewed manifestation of hostility. At the beginning of 1923, a party of some 800 Assyrian refugees, whose original home was in the Mosul *Wilayat*, had arrived at Homs *via* Constantinople, under the auspices of the Near East Relief Committee. Permission was requested for their repatriation and the High Commissioner obtained from the Ministry of Interior the necessary assurance that they would be received. In August these people began to arrive in Mosul. Their appearance was greeted by protests from the extremists who grossly exaggerated their number and pronounced that they proved a determination on the part of His Majesty's Government to colonise the Mosul *Wilayat* with Assyrians. Though their gradual dispersal to their mountain villages disposed of all ground for complaint, the extremist vernacular papers continued to pour oil on the flames thus lighted. In October, when the King paid a visit to Mosul, he was of opinion that public feeling was dangerously heated, and he requested that the Assyrian Levies should be transferred elsewhere. As the Levy Battalions are accompanied by their wives and children, the expenditure entailed in erecting accommodation was prohibitive, nor was it possible to change the headquarters. But the women and children of Levies stationed at Kirkuk were removed thither and careful precautions were taken to prevent any breach of the peace in Mosul.

The Situation as between the Assyrians and the 'Iraq Government.

At the end of October, the High Commissioner was himself in Mosul where he interviewed the Patriarchal family. He went on to Amadia whither the principal Assyrian headmen had been

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summoned to meet him. He found that many of the Persian Assyrians had returned to Persia and that most of the remaining Persian subjects were ready to go. He explained the situation and the intentions of His Majesty's Government to Surma Khanum and to the headmen of the tribes, and he represented to the 'Iraq Government, on his return, that care should be taken to give the Assyrian community that freedom in the management of their own affairs which they had enjoyed under the Ottoman Government before the war, in such matters as the appointment of headmen and the responsibility of the latter for the collection of taxes. It is to the credit of Ja'far Pasha that, during his brief term of office as *Mutasarrif* of Mosul, he helped to ameliorate the situation by showing great consideration to the Patriarchal family, and by speaking fearlessly of the need of union between all denominations and races.

The Kirkuk Mutiny.

More serious than the outbreak in Mosul was the mutiny of two levy companies in Kirkuk, on 4th May, 1924, which arose out of an altercation between some Assyrian privates and Moslem shopkeepers. In spite of the efforts of their British officers and native non-commissioned officers to restrain them, the Assyrians ran amok through the town, firing at all Moslems, of whom a number were killed, and looting shops and houses. British troops were despatched by air, and their presence, together with that of armoured cars, undoubtedly saved the local Christians from savage reprisals, though on the following day a few Christian houses were attacked with resulting casualties. The arrival of the High Commissioner and the issue by him of a strongly worded proclamation restored confidence and the town quieted down.

All possible measures were taken to bring the guilty to justice, and the case was tried in October by a special Court of Sessions presided over by a British Judge; but the difficulty of producing witnesses for purposes of identification resulted in a sentence which appeared light in proportion to the gravity of the offence. Eight men were found guilty of wilful murder, in that the Court was satisfied that they had fired Lewis guns on the townspeople, but as it could not be proved that they had actually killed any one, the sentence of death was commuted to imprisonment for life. A ninth man was given a term of five years penal servitude. The resentment of the Moslem population was not allayed by this judgment and for a time very careful precautions were necessary to prevent a further outbreak of animosity against Assyrian levy drafts or discharged men as they passed to or from their units. The measures were successful and with the approach of the frontier commission leaders of responsible opinion are realizing the unity of interests on either side.

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4. 'Iraq Levies.

The period under review opened with the concentration at 'Arbil of a column consisting of the three Assyrian battalions, the Pack Battery (less one section), one section of machine guns, and the 3rd Cavalry Regiment, which has since been disbanded, under the command of the Commandant of the Force, preparatory to the occupation of Ruwandiz, some seventy miles away.

This was the first time that an organised column of Levies had ever attempted to operate for a considerable period independently of regular troops and of their administrative services. It should be realised that no supply service or transport service exist in this force and no personnel are available from which to improvise them, so that the supply train had to consist of hired transport and civilian drivers collected together at a moment's notice.

In these circumstances, many administrative difficulties were naturally encountered, but it is extremely creditable to record that the column occupied Ruwandiz on the 22nd of April, 1923, having never had less than seven days' rations actually with its transport.

The chief value of the operations, apart from proving that the Levies were able to act independently as a brigade column, was the demonstration of the extraordinary rapidity with which the native officers and non-commissioned officers, even down to junior lance-corporals, grasped the principles of co-operation with aircraft.

A system of signalling by means of canvas strips had been evolved with the Officer Commanding the Royal Air Force Wing ; and three strips were in possession of each section. Different signals had been invented to demonstrate the advance to, occupation of, and retirement from a piquet. It is very satisfactory to note that the Royal Air Force pilots engaged found no difficulty in locating the piquets, and, although in many cases no British Officer was within controlling distance, the system was fully carried out by the native N.C.Os.

At the conclusion of the Ruwandiz operations, the 3rd Regiment was detached for work on the lines of communication with the Regular Army Column proceeding to Sulaimaniya and eventually returned to 'Arbil in June, at about the same time as the Headquarters of the Commandant returned to Mosul from Ruwandiz. The other units of the column remained at Ruwandiz until September, when they moved into winter quarters in the Dasht-i-Harir and Kirkuk.

In the early spring of 1924 Ruwandiz was re-occupied, and the Kirkuk battalion moved out to Chemchemal in the direction of Sulaimaniya, but its departure from Kirkuk on the 4th of May was the occasion of the regrettable incident which has been

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described above. The removal of the battalion with its women and children to Chemchemal, some 20 miles out of Kirkuk, quietened the situation.

This battalion was employed during the summer in piquetting the heights of Bazian and Tasluja to enable the 'Iraq Army to make its advance on Sulaimaniya, while since the occupation of that town it has been guarding the lines of communication. During the same period two companies of the 4th Battalion proceeded from Kani 'Uthman to Pushtashan, on the Persian Frontier, on a demonstration march.

The situation in the north of Kurdistan rendered it necessary to move a company of the 4th Battalion from Mosul to Amadia in July, while, during the Turkish threat against the frontier in that district during September, this small garrison was reinforced by the 3rd Battalion, a section of pack artillery, and two sections of machine guns.

It is worthy of note that during the retirement of the Assyrian non-combatants from the trans-border settlements in September, there was not one single case of desertion among the Assyrian units of the force.

This is the more remarkable as every man knew that his relations were almost defenceless, so great had been the drain on their man-power caused by their enlistment in the levy battalions.

When it is considered that most of them were under the impression that the political authorities in 1922 had promised at any rate a vague measure of protection for their homes during their levy service, and that they were being employed, whilst those homes were going up in flames, in defending the frontiers of 'Iraq, the high state of discipline in these troops may be appreciated. It was as severe a test of their discipline as of their confidence in their British officers, and it was a test from which few troops in the world would have come out as creditably as this handful of Assyrian soldiers, many of whom had had less than two years' training.

After the fixing of the provisional frontier line, the Assyrian troops retired into winter quarters at Amadia, 'Aqra, Kani 'Uthman, Koi Sanjaq and Chemchemal with one company and the battery in Mosul.

The levy cavalry during 1924 were employed chiefly on lines of communication work, a small cavalry column was sent out in February from Kirkuk to the Jaf country, which enabled a peaceful collection of taxes to be made from that tribe, while during the summer a levy squadron was sent to Feishkhbur, on the Tigris, owing to the fears that were being expressed for the safety of the 'Iraq army garrison at Zakho.

The health of the force throughout the period has been very satisfactory. The deaths of Captain W. McWhinnie, Captain H. Hammond, O.B.E., M.C., Captain H. E. Bois, and Sergeant Dawson were a great loss to the force. The incidence of malaria

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has been greatly reduced by the careful selection of camp sites, bi-weekly prophylactic dosage of quinine during the mosquito season, and the drainage and clearance of stagnant pools and streams near camps. Venereal disease is negligible amongst the Assyrians, but the Arabs and Kurds, who are quartered near large towns, show a percentage of 3·8 per annum.

The Assyrians employed in the Ruwandiz operations in 1923, though very inclement weather was experienced, showed themselves to be a hardy, virile race. There were no evacuations due to sickness.

Each levy station has its small hospital with trained medical personnel, and the training of native other ranks in stretcher-bearing duties, first-aid and sanitation has been carried out uninterruptedly.

All levy dependents to the number of 4,000–5,000 are also medically cared for.

Immense progress has been made during the past twenty-one months in the training and interior economy of units, as well as in the general standard of living among the British personnel of the force; for the first time battalion commanders have had their battalions concentrated and the result has been a tremendous improvement, which has been greatly assisted recently by the arrival of further British officers.

5. Relations with the Government of Syria.

The Frontier.

The boundary which separates 'Iraq from Syria is in theory determined by the Anglo-French Boundary Convention of 1920, but the Commission provided for in the Convention to trace the boundary line has not yet in fact come into being, and the actual frontier of the territories administered respectively by 'Iraq and Syria has for purposes of convenience been left approximately as it was before the signature of the Convention. Thus the 'Iraq has continued to administer the whole of the Jabal Sinjar, while on the Euphrates the boundary fixed in May, 1920, by the British Government of Occupation and the Arab Government of Syria has been adhered to, leaving to Syria the 'Iraq half of the village of Albu Kamal and a strip extending seven miles to the south.

The administrative frontier runs for the whole of its length through deserts without settled habitation, but two great nomadic groups, the Shammar and the 'Anizah, roam over the area which it traverses, the Shammar to the east of the Euphrates, the 'Anizah mainly to the west, the frontier line cutting through their grazing grounds. The tribesmen, unaccustomed to an artificial boundary, pay scant attention to it. Shammar or 'Anizah shaikhs do not seek a passport when they wish to visit one of their kindred

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on the other side of a border which is at the best vaguely known, nor, if the object of the expedition be hostile, do they hesitate to raid an enemy who has recently become the subject of another State. Nevertheless, when convenient, the frontier may be put to service. Unwonted activity on the part of Government officials in the collection of the sheep and camel tax, or the pursuit of criminals, may point to the advisability of " seeking pasturage " in the adjacent country, while if the favour of Government seems likely to fall permanently below the high-water mark of expectation there is always the possibility of a change of nationality by the mere shifting of the black tents into a region where those in power may be more generously inclined.

These anomalies, inherent in a desert frontier, might prove rich in international complications but for the close co-operation of the two authorities concerned. The High Commissioner for 'Iraq has never sought in vain the help of the High Commissioner of Syria in the solution of their common problems, and the same excellent relations exist between the local officials, whether European or Arab.

Conference at Qaim.

The period under report opened with an attempt to effect a settlement of long-standing trans-frontier tribal claims between the 'Aqaidat, a riverain tribe on the Syrian side, and the 'Iraq tribes of the Dulaim on the river and the nomadic 'Anizah. A conference, attended by French and British officials and by the shaikhs concerned, was opened at Qaim on 6th May, but its work was interrupted a few days later by a demonstration on the part of a band of Dulaim tribesmen, said by the latter to have been friendly in intention, but held by the Syrian authorities to have borne a different interpretation. It resulted in the breaking off of the conference before any conclusions had been reached.

The situation was left worse than it had been before and General Weygand, fearing a sensible increase in lawlessness among the tribes, lost no time in suggesting that another conference should be arranged, its scope being limited to the settlement of inter-tribal disputes, and the consideration of civil claims against the tribes for raids and robberies committed on either side, as well as arrangements for the safety of the routes between Syria and 'Iraq.

Conference at Dair Al Zor.

The conference assembled at Dair on 20th July, 1923, and sat till 25th July. It did not succeed in effecting a permanent settlement of existing tribal feuds, but an armistice was imposed and arrangements were completed for the better co-ordination of measures for the protection of caravan routes.

As regards the retrocession of loot some improvement resulted, but trans-frontier raiding in no way diminished. It was arranged at the Dair Conference that a fortnightly convoy, supplied by the

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'Iraq and Syrian Camel Corps respectively, should accompany caravans to the administrative frontier at Badi, where they would mutually hand over their charge, but owing to misunderstandings and to the natural laxity inherent in desert organization, in a disproportionately large number of instances the convoys at first failed to make a liaison. Owing, however, to the efforts exerted by the officials on either side the scheme is now working satisfactorily.

In February, 1924, after a fresh outburst of trans-frontier raiding, the local British Administrative Inspector and the French officer in control of Dair al Zor met again at Albu Kamal and discussed the formation of a Court of Arbitration. The suggestion had the warm approval of the High Commissioner, but, in recommending it to General Weygand, he took occasion to observe that tribal disputes could find no satisfactory settlement save by the adjudication of the tribesmen themselves, in accordance with their own customs, that such adjudication was a recognised procedure and was usually conducted with wisdom and fairness.

General Weygand was in substantial agreement with this view and it was ultimately arranged that the Court should be composed of two tribal representatives on either side, the *Mutasarrifs* of Dair and Dulaim, one of whom should act as President, while the French and British administrative officials should attend in an advisory capacity only.

This Court of Arbitration met at Albu Kamal on 2nd September, and broke up on 9th September. As had been agreed between the two High Commissioners, the tribal chiefs examined and judged the tribal cases, with the result that thirty-four awards were issued for the return of loot taken in all raids which had occurred subsequent to the Conference at Dair in July, 1923, the 'Aqaidat claiming some 250 camels from the 'Iraq tribes, and the latter about 400 camels from the 'Aqaidat. An obstinate personal feud between the ruling shaikh of the 'Amarat 'Anizah and the 'Aqaidat was settled out of court. Finally, the chiefs of all tribes signed an armistice which has been reasonably well preserved. It was, however, not possible to arrange for the termination of all feuds, since those which dated from a period prior to the Dair Conference had not been touched. It was therefore decided that as soon as the awards given by the Court had been carried out, a similar Court should be summoned to deal with earlier tribal feuds, together with a judicial court to hear non-tribal claims, those of merchants and travellers who had been held up and robbed on the road.

The execution of the awards of the first Court has taken longer to accomplish than was at first anticipated, but the work is proceeding gradually and it is hoped that the second Court may meet in the early months of 1925. Meantime the recognition of the value of tribal arbitration in tribal disputes is a cardinal advantage.

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The Euphrates Road.

On the 'Iraq side the protection of the road between Ramadi and the frontier, running as it does for over 150 miles through desert, is a serious undertaking. In October, 1923, a series of outrages were reported, culminating in the robbing of a valuable consignment of silk from Aleppo. Effective measures were then taken to improve matters. The tribal headmen living on the river bank between Ramadi and Hit were summoned to a conference at Ramadi and a guarantee was taken from each one that he would be responsible for robberies committed in his area, the paramount shaikh of the Dulaim accepting general responsibility for all. North of Hit, where the settled population is sparse and widely scattered, it was not possible to exact local responsibility, but this section of the road is regularly patrolled by the Dulaim Camel Corps with satisfactory results.

The Desert Motor-car Route.

Other important routes between 'Iraq and Syria have been opened during the year. In October, 1923, Messrs. Nairn began a regular service of motor cars between Damascus and Baghdad via Ramadi. The route shortly after leaving Damascus traverses deserts inhabited only by nomad tribes until it reaches Ramadi. Messrs. Nairn received the help and encouragement of General Weygand, with a concession for carrying mails similar to that granted by the 'Iraq Government. They had made a careful study of the route, as well as of the most suitable type of cars, and their arrangements have been in all respects well thought out. A second Company, that of Mr. Kattanah, has opened an alternative route from Damascus via Palmyra, Kubaisa and Hit to Baghdad. The actual mileage is somewhat longer but the stretch of desert traversed is shorter.

The desert routes, though offering little risk to properly organized caravans, are fraught with danger to inexperienced drivers and ill-equipped cars, and it was at once obvious, both to the 'Iraq and to the Syrian authorities, that official inspection and control was essential. In November the British Inspector-General of 'Iraq Police visited Damascus and, in conjunction with French police officers, drew up regulations for desert traffic. Nevertheless, accidents to isolated cars have not been infrequent.

6. Relations with Arabia.

General Position.

The relations between the 'Iraq Government and the Sultan of Nejd are one of the most unsatisfactory features of the year, nor is there any immediate prospect of improvement, the strenuous attempt of His Majesty's Government to solve existing disputes between all Arab rulers by a conference twice assembled at Kuwait having ended in failure.

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The principal subject of discussions between the two states of 'Iraq and Nejd are the right of 'Iraq to give hospitality to the nomadic tribesmen whose habitual home is in Nejd, the obligation of the 'Iraq Government to prevent such incomers from using the country as a base of operations against the Akhwan tribes who follow Ibn Sa'ud, and the pretensions of the Sultan to continue to exercise authority and to collect revenue from tribes which have temporarily transferred their residence to 'Iraq territory. Occasionally Ibn Sa'ud has even collected these tribal revenues, or *Zikat*, within the desert frontier of 'Iraq from 'Iraqi shepherd tribes who pay in order to secure protection for their tents and flocks from Akhwan raiders.

Before his departure, Sir Percy Cox, in whose wise friendship the Sultan had the greatest confidence, had addressed to him a letter dealing with all current questions and also informing him that, with effect from 4th May, 1923, the affairs of Nejd would be dealt with by the Resident in the Persian Gulf under the direct control of the Colonial Office. He also warned him of the impropriety of sending his agents into 'Iraq territory on official missions to Akhwan tribes camped therein and of any attempt to collect *Zikat* from tribes subject to the 'Iraq Government.

The Refugee Shammar.

The main bone of contention is the presence in 'Iraq of Shammar refugees from Nejd. The Shammar are a large nomadic group, some of whom were in Turkish times subject to the Amir of Hail, while some have been settled for little short of 200 years in the north of 'Iraq, in the Jazira desert, between Mosul and Dair al Zor. Tribal sections were accustomed to move at will between the two areas, and as the Amir of Hail was, at least in name, a feudatory of the Turkish Empire, no international complication arose when a Shammar shaikh from the Shamiyah deserts round Hail joined his kinsmen in the Jazira, or vice versa. In November, 1921, Ibn Sa'ud, after a prolonged siege, captured Hail and annexed to his dominions the area formerly subject to Ibn Rashid. Already in the previous spring, a number of Shammar tribesmen, fearing the ultimate victory of the Sultan and unwilling to remain under his rule, migrated to the 'Iraq and settled in the Jazira, much as they would have done in Turkish days if they had had differences of opinion with Ibn Rashid. The remainder of the Hail Shammar adopted Akhwan tenets, the more easily since they were already loose adherents of the Wahhabi sect and accepted the overlordship of Ibn Sa'ud. From first to last the defection of part of the Shammar has been deeply resented by Ibn Sa'ud, who has been unremitting in his demands for the extradition of his "subjects." Even if it were possible for the 'Iraq Government, with its limited military resources, to eject from its desert pastures large hordes of nomads and prevent their re-entry, such action would be abhorrent to

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Arab tradition. Moreover, the Treaty of Mohammerah, signed on 5th May, 1922, had provided that tribes from one country might settle in the other on payment of grazing fees. But both Sir Percy Cox and his successor, Sir Henry Dobbs, lost no opportunity of calling the attention of the King and his Ministers to the fact that it was their duty to exert their best efforts to prevent the refugees from giving vent to their hostility to the Sultan and his Akhwan followers by raids conducted from the safe shelter of 'Iraq.

Towards the end of June, 1923, the matter came to a head in a series of raids carried out by the Shammar refugees on Nejd caravans in the Shamiyah desert. Dr. 'Abdullah, Ibn Sa'ud's agent in Baghdad, made representations to the High Commissioner, and he requested the Ministry of Interior to take immediate steps to recover and restore the loot which had been captured, and to bring persuasion to bear on the refugee Shammar to induce them to return of their own accord to Nejd. Subsequently the High Commissioner received a protest against the recent raids from the Sultan himself, together with a request that the Nejd Shammar should be expelled from 'Iraq, but he replied that, while he had impressed upon the 'Iraq Government that no effort should be spared to effect a restitution of the property looted, he must point out to His Highness that no undertaking had ever been given by the 'Iraq Government that any subject of the Nejd Government should be expelled at the request of the latter. He added that if the Shammar refugees were to revert to their activities against Nejd, it might be necessary ultimately to resort to this course.

Further Causes of Dispute.

A further complication in the relations between the two States arose out of the inextinguishable jealousies which existed between a pair of 'Iraq subjects in the southern frontier. Alternately in their struggle with one another they sought assistance from Ibn Sa'ud, by making submission to him, and their references to him have led to infringements of territorial sovereignty on his part, taking the form of the despatch of agents to the 'Iraq side of the desert frontier for the purpose of collecting tribute from tribes whose allegiance to himself was in some cases a matter of much doubt.

Conflict between International and Desert Law.

On both sides the law of the desert was in conflict with that of civilized communities, and either side appealed first to one code then to the other. Ibn Sa'ud's relation to his subjects was in his eyes that of the paramount chief to his tribesmen, a personal authority limited only by his own power to exact obedience. It was indifferent to him whether they wandered into another State; his right to command, to punish, to levy dues, was in his view unimpaired, if he could exercise it. But when he asked for the

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extradition of the Shammar, he was changing his ground and appealing to International Law as against desert usage. The 'Iraq Government, on the other hand, claimed in the desert a territorial frontier which by the rules of International Law would suffer no infringement; any tribe which pastured within this limit was to be for the duration of its stay responsible for its conduct to the 'Iraq Government, and would pay grazing fees to that Government. But when the delinquencies of the refugee Shammar were broached, the 'Iraq Government fell back on the code sacred to the desert which refuses to deliver up the fugitive within its tents.

Efforts to check the Raids of the Refugee Shammar.

The Shammar raids did, indeed, present a difficult problem. The raiding parties, often many hundreds strong, could cross the Euphrates in boats, or at low water by fords, at almost any point between Ramadi and the frontier, a distance of over 150 miles. No force sufficiently powerful to stop them could be concentrated at a moment's notice wherever the raiders might appear and, once over the river, pursuit through the desert was out of the question. But it was obligatory on the 'Iraq Government to collect and return such loot as was brought into the country, and this the paramount shaikh of the 'Iraq Shammar was ordered to do. He was reasonably successful in his task, and in October, when the Adviser to the Ministry of Interior was in Mosul with King Faisal, measures were debated for the better control of the Shammar. It was made clear that raiders would not only be liable to have their loot taken from them, but also to additional punishment from the 'Iraq Government, towards which the paramount shaikh undertook complete responsibility.

Preparations for the Conference of Kuwait.

But little success could be expected of any panacea which did not touch the root of strife, namely the deep-seated jealousy and suspicion which existed between the two rulers. It had been the aim of Sir Percy Cox to bring them into personal contact under his auspices and, trusted as he was by both alike, a meeting of this nature might have been productive of good results. The project, which was to have materialized in the Spring of 1923, was abandoned by reason of his absence in London; by the time he had concluded the negotiation of the Protocol, the month of Ramadhan was close at hand when neither King Faisal nor the Sultan would care to be absent from his capital. In view of the growing tension between them, the idea of a conference was renewed, but Sir Percy Cox being no longer available, His Majesty's Government decided to entrust the task of presiding to Lieutenant-Colonel S. G. Knox, who had recently been acting as Resident in the Persian Gulf. A comprehensive settlement between 'Iraq, Trans-Jordan, and Hejaz and Nejd was contemplated.

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But from the first the auspices were unfavourable. The Sultan declined to attend in person and in these circumstances it was evident that King Faisal and the Amir 'Abdullah would not attend either. The King of the Hejaz was reluctant to appoint a representative unless an undertaking were given that his immoderate demands for the re-institution of the Bani Rashid at Hail would be conceded, and the relations of the Hashimi family with the Sultan of Nejd were still further complicated by a raid carried out by the Akhwan across the Medina railway into Hejaz territory. Exaggerated reports of this incident were received from the Amir 'Abdullah, who described it as an attack on the railway, and King Faisal declared that a conference would be fruitless unless Ibn Sa'ud gave some definite pledge of good faith. Ultimately the Sultan instructed his tribes to refrain from hostile action all along the frontier.

Delegates had in the meantime been appointed to represent 'Iraq, Trans-Jordan and Nejd. King Faisal's choice fell on Sabih Beg Nishat, Minister for Communications and Works, who had accompanied Sir Percy Cox when the latter met Ibn Sa'ud at 'Oqair in November, 1922. Sabih Beg took with him the paramount shaikh of the 'Iraq Shammar. The representative of Trans-Jordan, 'Ali Khulqi, turned out to be a man of little value, Ibn Sa'ud's representatives were five in number: Dr. 'Abdullah Damluji, formerly his agent in Baghdad, 'Abdul 'Aziz Qusaibi, a well-known merchant of the Hasa, Mulla Hafidh and Saiyid Hashim, with Saiyid Hamzah al Ghauth as head of the mission. Mulla Hafidh is an Egyptian journalist, Saiyid Hashim a man of Kuwait, while Saiyid Hamzah was originally a citizen of Medina who had fallen foul of King Husain and been condemned by him to death. The selection did not, as a whole, inspire confidence, nor, as it proved, had the delegates power to take any decision without previous reference to Ibn Sa'ud.

Meeting of the Conference.

The conference met at Kuwait on 17th December, and the delegates at once came to logger-heads on the main points at issue, namely, Ibn Sa'ud's demand that the refugee Shammar should be expelled and his claim to the right of collecting dues from Nejd tribes living in 'Iraq territory. Among other points of difference, the Nejd delegates demanded the return of all loot taken subsequent to the 'Oqair Conference in November, 1922. This last point was objected to by the 'Iraq delegates because it neglected to deal with the damage caused to 'Iraq subjects by the great Akhwan raid in March, 1922, but both sides agreed to abide by whatever decision had been reached between Sir Percy Cox and Ibn Sa'ud in the 'Oqair Conference in November, 1922. A reference to Sir Percy Cox resulted in his stating that he had pointed out to Ibn Sa'ud that the latter could not expect restitution of loot by 'Iraq while her claims in respect of the raid of March, 1922,

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remained unliquidated. He believed that he had put forward the advisability, as regards the past, of letting bygones be bygones and of concentrating on the future.

A suggestion was put forward for the setting up of a joint tribunal to settle disputes and control the movement of tribes, but the Nejd delegates refused to contemplate it. The absence of any representative of King Husain was a further and an insurmountable obstacle, as the 'Iraq delegates announced that they could come to no agreement on behalf of their country unless a simultaneous settlement between Nejd and the Hejaz were effected.

Reference of Questions to King Faisal and the Sultan.

It was therefore decided, on 27th December, to give permission to Sabih Beg to return to Baghdad and review the points at issue with King Faisal, while the Nejd delegates referred them to Ibn Sa'ud. After discussion, the King, though he stood fast on the general principle that the 'Iraq Government could not undertake to expel refugees, agreed to the establishment of a joint tribunal for the prevention of raids and was ready to give an assurance, with regard to the Nejd Shammar, that if the application of this procedure did not stop them from raiding, individual raiders would be expelled from 'Iraq, though not forced to return to Nejd. The King could not admit the possibility of concluding an extradition treaty, since Nejd possessed no regularly constituted courts which would satisfy the 'Iraq Courts as to the guilt of the accused person, but he was prepared to withdraw his opposition to the conclusion of a settlement between 'Iraq and Nejd before an agreement had been reached between Nejd and the Hejaz.

Renewal of Discussions at Kuwait.

It was thus, with the ground considerably cleared, that Sabih Beg returned to Kuwait. The Conference was resumed on 16th January, but negotiations on the crucial subject of the refugees were as abortive as before and when the Nejd delegates were informed of Sir Percy Cox's reply as to the proceedings at 'Oqair, and also that King Faisal was prepared to drop all past claims for the restitution of loot if the Sultan did likewise, they went back on their undertaking to abide by Sir Percy Cox's ruling.

As regards the refugees, the President suggested a formula by means of which he considered that agreement could be reached. It ran as follows: " Both the high contracting parties through their representatives present in Kuwait recognize and admit the misunderstandings and jealousy that arise from enticing the tribes away from their rulers into foreign territory, and they hereby solemnly bind themselves that they will personally and through their servants and dependants discourage in every possible way, short of actual expulsion and violence, the migration of tribes or

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tribesmen from the one territory to the other, except with the cognizance and approval of their lawful sovereign. Thus they will not give presents, either in money or in kind, to refugees from the other territories and they will undertake to look with disfavour on those of their subjects who encourage foreign tribesmen in coming over to them." It was referred to the King and the Sultan and by King Faisal it was ultimately accepted.

While the conference was sitting information was received that King Husain had ordered his tribesmen not to attack the Akhwan except in self-defence and also that he would permit the Amir Zaid to go to Kuwait as his representative ; it was coupled by a suggestion made by King Faisal, with the approval of His Majesty's Government, that Ibn Sa'ud should respond by appointing one of his sons as a delegate. This proposal was warmly backed by Colonel Knox, who considered that there was little likelihood of achieving results unless the Nejd mission were reconstructed and given plenipotentiary powers.

Adjournment of the Conference.

Various reasons contributed to make a short adjournment of the conference desirable. The President was unwell, Sabih Beg was urgently required by his ministerial duties in Baghdad, and the presence at the conference of a representative of the Hejaz and, as it was hoped, a son of Ibn Sa'ud, would widen issues and perhaps facilitate conclusions. It was therefore decided to adjourn till the first week of March and the 'Iraq delegates left Kuwait on 26th January.

Diminishing Hopes of Settlement.

As the date of re-assembly approached, it became increasingly difficult to spare Sabih Beg. An extra fortnight's delay was suggested by King Faisal and agreed to by His Majesty's Government, but it was not possible to inform the Sultan in time and his delegates returned to Kuwait at the end of February. They were preceded by letters from Ibn Sa'ud in which he expressed his conviction that peace between 'Iraq and Nejd was essential and offered his help in restraining and punishing raiders, but he replied evasively as to the possibility of sending his son—he ultimately refused to do so—and added that he had reappointed three of the former delegates, Dr. 'Abdullah, Mulla Hafidh and Saiyid Hashim, and given them ample instructions and full powers. When they arrived at Kuwait they brought with them further letters in which the Sultan gave vent to indignant protests against raids committed on Nejd villages by his renegade subjects, the tribe of Mutair, who had, he stated, taken refuge at the wells of Amghar. He enclosed a letter from his henchman, Ibn Dawish, which was nothing short of a threat to 'Iraq, and he declared that in view of the conduct of the Mutair he could no longer be responsible for the control of his tribes.

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Now Amghar, where the Mutair were said to be encamped, is not in 'Iraq territory but is situated in a neutral belt between the two countries. The 'Iraq Government was able to prove that during the months in which the Mutair had camped within the frontier, effective measures had been taken to prevent them from raiding Nejd, but while denying the charge that it had failed to restrain the Mutair, the 'Iraq Government was prepared to submit the complaint to careful examination by Colonel Knox, when the conference opened. While conveying this information, the High Commissioner asked Colonel Knox to let Ibn Sa'ud know that persistent rumours were coming to Baghdad from many sources to the effect that Ibn Dawish was preparing an attack on the 'Iraq tribes and he requested the President to convey a warning to the Sultan that any raiding party identified within the boundaries of 'Iraq would be bombed by air.

Colonel Knox was far from satisfied with the attitude of the Nejd delegates. They could give no assurance that they were empowered to agree to his formula which had been accepted by King Faisal; but His Majesty's Government was anxious that negotiations between 'Iraq and Nejd should be re-opened at the earliest possible moment, though it was decided to postpone the departure of the Amir Zaid until it could be ascertained whether the Sultan would send his son, as he was again pressed to do. As the opening of the Constituent Assembly was now at hand, a Cabinet Minister could not be spared and Sabih Beg was replaced by Hikmat Beg Sulaiman, the Director of Posts and Telegraphs. Together with two Trans-Jordan delegates, Hikmat Beg started for Basra, whence, in order to avoid further delay, they were to be flown to Kuwait, but before they could leave Basra reports were received in Baghdad that the attack on 'Iraq tribes contemplated by Ibn Dawish had been carried out on 14th March. Instructions were sent to Hikmat Beg not to proceed pending enquiries and the Trans-Jordan delegates alone arrived on 22nd March at Kuwait.

The Akhwan Raid.

Some time elapsed before the exact nature of the raid could be determined but it was ultimately proved that the loss of life had been 186 souls and that all household gear and livestock had been captured, the latter amounting to over 26,000 sheep and some 3,700 donkeys. Such help as could be supplied to the fugitives was offered, as they struggled back to the Euphrates, by the local authorities, the King, with his customary generosity, contributing a large sum of money from his private purse, and by degrees the sufferers drifted back to their kinsfolk.

As the details became known the indignation of the 'Iraq Government increased. The threats and baseless accusations previously received from Ibn Sa'ud and the magnitude of a raid which was not less than 2,000 strong, alike suggested that even

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if it had not, as was probable, been undertaken at the direct order of the Sultan, he could not have been ignorant of the intentions of Ibn Dawish. This opinion was shared by the Resident in the Persian Gulf and by Colonel Knox. In these circumstances the High Commissioner supported the view of the King and his Government that 'Iraq could take no further share in the Kuwait Conference until apology and reparation had been made by Ibn Sa'ud.

Kuwait Conference Dissolved.

No progress had been made at Kuwait in the negotiations between Nejd and Trans-Jordan, 'Iraq had now dropped out, the Hejaz had never come in, and Colonel Knox came to the conclusion that it would be vain to anticipate any result from the continuance of the conference. With this view His Majesty's Government concurred and Colonel Knox left Kuwait on 12th April.

It is only fair to state, in reviewing this abortive conclusion, that Ibn Sa'ud had rejected every compromise which might have offered a solution acceptable to both sides, while King Faisal was ready to agree to any proposal which, in the opinion of His Majesty's Government, was likely to lead to the establishment of peaceful relations between the two states and the moderation and good sense shown by his representative at Kuwait were commended by Colonel Knox. It is difficult not to conclude from the Sultan's obstinate unwillingness to yield to argument, as well as from his refusal to send his son to Kuwait, that he never had at heart a successful outcome of the conference, or that the unprovoked attack made by Ibn Dawish was not welcome to him as a means of terrorizing, or an excuse for terminating, its deliberations.

Further Raids.

A further raid of considerable magnitude occurred on 31st May, but on this occasion the 'Iraq nomadic tribes were prepared and they defended themselves successfully. The raiders drew off with some casualties and no booty. The remaining months of the year were comparatively uneventful. Ibn Sa'ud's forces were engaged in Trans-Jordan and in the Hejaz and in spite of incessant pinpricks, in the shape of small raids into Nejd on the part of the refugee tribes, he did not retaliate. But the Akhwan leader, Ibn Dawish, was known to be keeping a strict watch on all the desert tracks coming down from 'Iraq and to be prepared for an immediate attack if any marked signs of activity were observed in this country. As the winter approached there were indications that the Shammar and other refugee tribes were concentrating near the Euphrates and rumours were rife that a large combined movement was intended, possibly with a view to recapturing Hail while Ibn Sa'ud was believed to be engrossed in the Hejaz. The High Commissioner pointed out to King Faisal

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the extreme folly of allowing this scheme to ripen and the grave danger of exposing to retaliation the 'Iraq shepherd tribes who at that season were obliged to go out into the desert pasturage. He also strongly advised the Ministry of Interior to order all the refugee tribes away from the frontier, and as soon as the conditions of pasturage allowed to move them into the Jazira desert west of Mosul. In the meantime orders were issued to the refugee Shammar not to move south of a given line, and pledges not to raid were taken from all tribes in southern 'Iraq. But these measures were not enough to control small bodies of the Mutair and other Nejd tribes encamped in 'Iraq territory and petty aggressions continued to take place, though the shepherd tribes, anxious for their own safety, were clearly eager to prevent them and ready to come to private terms with the Nejd shaikhs, as they had always been accustomed to do in the past, and to go out to the desert grazing grounds under their guarantee. It looked, indeed, as if the problem might be resolved in time-honoured fashion by the tribes among themselves, and in the middle of December yet stricter measures were taken to check the proceedings of the Mutair and other breakers of the peace. The High Commissioner was asked to inform Ibn Sa'ud of the orders which had been issued by the Ministry of Interior and to request him to give similar orders to his tribes, but before the communication could be made, hostilities broke out afresh, the Akhwan carrying out two raids on a large scale on 26th and 30th December, the helpless shepherd tribes being once more the victims.

Thus at the close of the period under report the position between 'Iraq and Nejd remains as difficult as it had been before, with the difference that the capture of Mecca has added immensely to the prestige of Ibn Sa'ud.

7. Relations with Persia.

Condition on the Frontier.

The Persian frontier, like the Syrian frontier, is the home of tribesmen, but the Kurds of the eastern border are only semi-nomadic and have fixed and recognized migrations. They pass the winter in the lower ground of 'Iraq where they engage in cultivation, and they go up in summer with their flocks to the Persian highlands. The sheep tax is levied from them by the 'Iraq Government during their stay in its territory. These conditions apply to the whole length of the frontier from Ruwandiz to Pusht-i-Kuh where the position is somewhat different. Here the semi-autonomous *Wali* has come to an arrangement with the 'Iraq Government through the British High Commissioner as to the terms on which the flocks of the Arab tribe of Bani Lam may use his pasture grounds during the spring, a subject which had previously given rise to a long series of bickerings. It has been decided that the *Wali* shall demand a sum of 600 liras annually for his grazing rights.

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The *Wali* himself holds property within the 'Iraq frontier and has pressed for its registration in Tapu. The question was considered by the Council of Ministers in March, 1924, when it was decided that his property in Mandali, Badra and Zorbatiya should be divided by him among his sons and registered in their name. With regard to the acquisition by him of further holdings in 'Iraq, the Council made exemption for the future of the frontier *Liwas* of Diyala, Kut and 'Amara, but the *Wali* may if he chooses purchase property in the interior *Liwas*.

The Shah's Journey.

His Majesty the Shah passed through Baghdad on 8th November. He arrived by train in the morning and left in the afternoon by car. The High Commissioner visited him at the station, together with the Air Marshal, the Chief Aide-de-Camp of King Faisal and one of his Chamberlains, and the Lord Mayor of Baghdad. The Shah spent the night at Ramadi where he was entertained by the Administrative Inspector on behalf of the High Commissioner.

Control of the Shatt-al-'Arab.

A difficulty arose with the Persian Customs authorities concerning the right of the 'Iraq Government to control navigation in the Shatt-al-'Arab. The Turco-Persian Frontier Commission of 1914 fixed the Persian frontier on the Shatt-al-'Arab at low water line on the east bank from a point two miles below Fao. Thus the waterway is at Fao subject to the jurisdiction of the 'Iraq Government, and craft navigating the waterway are bound by regulations which have been in force for several years and were legally promulgated by the 'Iraq authorities. These regulations provide for a customs examination at Fao, with a view to the prevention of smuggling, and for the payment of port dues by foreign craft in order to cover the cost of buoying and of controlling the waterway.

On 3rd March, acting, as it was alleged, on instructions from Tehran, the Director of Customs at Mohammerah established a customs post on an armed sea-going launch which was placed opposite Fao in 'Iraq waters, and orders were issued forbidding Persian craft, proceeding either to Abadan or to Fao, to call at Fao customs post or pay port dues.

At the request of the 'Iraq Government, which behaved with signal moderation, the High Commissioner asked His Britannic Majesty's Minister in Tehran to expostulate with the Persian Government, and was informed on 7th April that the Director General of Customs had realised the importance of the principles involved, and was sending orders to the launch to depart and not to return without direct orders from Tehran.

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After various delays, the British Collector of Customs, on behalf of the 'Iraq Government, and the Belgian Director of Customs on behalf of the Persian Government, met at Mohammerah and came to an agreement for reciprocal assistance, subject to confirmation by both Governments. An outstanding difficulty is the payment of port dues which involves the important principle that the 'Iraq Government has the sole right of control over vessels using the main stream of the Shatt-al-'Arab. Pending settlement, the dues are collected under protest and registered in a separate account.

Recognition of the 'Iraq Government by the Persian Government.

In October, 1924, the Persian Government announced its willingness to recognize the Kingdom of 'Iraq.

The detailed arrangements for the visit of a ceremonial mission to Tehran announcing the accession of King Faisal to the throne, and for the subsequent negotiation in Baghdad of a treaty of amity, were being elaborated at the end of the period under review.

The departure of the 'Iraq mission was delayed by the absence of the Prime Minister from Tehran. After the completion of his work in Arabistan, he made a short pilgrimage to the holy places of 'Iraq, but King Faisal was not in Baghdad and the Sardar Sepah stayed there only for an hour or two and received no official visits.

8. Archaeology.

Law of Antiquities.

A law of Antiquities, based on that which was adopted in Palestine, was published in the *'Iraq Gazette* of 15th September, 1924, in accordance with Article XIV of the Anglo-'Iraq treaty. The text is included in the compilation of 'Iraq legislation.

The Oriental Secretary to the High Commissioner continues to serve as Honorary Director of the Department of Antiquities, which has been placed under the Minister of Communications and Works.

Excavations at Kish and Ur.

The excavations at Kish were re-opened at the end of September, 1923, by Mr. Mackay and Colonel Lane on behalf of the Oxford University and Field Museum. Professor Langdon joined the party in December. The results of the season's work were signally successful. Excavations in the temple lying round the Uhaimir mound, which represents the zigurrat, were continued but the problems presented there were not elucidated. The ruins would appear to belong to the Semitic period, dynasty of Hammurabi. Under the eastern mound work was carried on in two large places of the Sumerian period which may be approximately dated at the beginning of the fourth millennium. Very remarkable decorative inlaid plaques were found in the chambers.

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Excavations at Ur were re-opened early in November, 1923, under Mr. Woolley, Mr. Fitzgerald and Mr. Gadd. Mr. Newton came out in January. A considerable amount of work was carried out during the season. The brick zigurrat of Ur Ungur was cleared, revealing for the first time the means of ascent on to a zigurrat, which in this case was a triple stair. A great courtyard lying below the zigurrat was also laid bare. But the discoveries at the small mound of Tall al 'Ubaiyidh, four miles from Ur, were yet more striking. The mound was found to contain a temple and a cemetery of the first dynasty of Ur, about 4000 B.C. Most remarkable remains of the decoration of the temple facade in its earliest period were unearthed and the pottery and human remains recovered from the cemetery are of the highest importance.

Both at Kish and Ur the season's work was brought to a close in March, 1924, when a division of the objects found was carried out by the Honorary Director of Antiquities. On both sites work was re-opened in the early winter of 1924, but reports are not yet available.

The Joint Committee, which is presided over by the Chief Librarian of the British Museum and constitutes the highest archaeological authority in Great Britain, has expressed itself satisfied with the manner in which the division has been made in this as well as in former seasons.

Baghdad Museum.

The Department of Antiquities has secured a room in the Sarai which serves temporarily to lodge the treasures which have fallen to its share. The existence of a museum is a source of considerable pride to the people of Baghdad and attracts many small gifts of antiquities.

The overland route has facilitated the visit of distinguished archaeologists, from whose learning the Department has derived much benefit. In October, 1923, Professor Clay arrived with a party and inaugurated an American School of Historical Research. Pending the provision of funds, this school has not actually materialised.

Annexure.

No. 1.

The High Commissioner for 'Iraq to the Prime Minister of 'Iraq.

The Residency, Baghdad,
26th March, 1924.

My Dear Prime Minister,

In addition to the Military, Financial, Judicial and British Officials Agreements, it is provided by Article X of the Treaty that separate agreements should be concluded to secure the execution of any treaties, agreements or undertakings which His Britannic Majesty is under obligation to see carried out in respect of 'Iraq. The British Government does not propose to press the 'Iraq Government to conclude these special agreements

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at the present moment when it is fully occupied with the ratification of the Treaty and the four subsidiary agreements mentioned above, and when it may not have developed fully the machinery for carrying out the international obligations by which, like other independent Governments, it will eventually be bound.

His Britannic Majesty's Government is, therefore, prepared to rely on the 'Iraq Government to carry out its obligations under Article X of the Treaty in due course when the proper time arrives. It is, however, desirable that the High Contracting Parties should be agreed now as to the treaties and agreements which are referred to in Article X, both to avoid any question arising in the future and to enable the Minister to answer any questions which may be asked in the Constituent Assembly as to the scope of Article X.

His Britannic Majesty's Government consider that the following are the Treaties, Agreements and Undertakings referred to in Article X, and, if the 'Iraq Government agrees, I should be glad to receive an official reply notifying the Government's concurrence :—

The Covenant of the League of Nations.
The Treaty of Lausanne.
The Anglo-French Boundary Convention.
The San Remo Oil Agreement, and,

Any other general international agreements already existing, or which may be concluded hereafter with the approval of the League of Nations, in respect of the following :—

The Slave Trade.
Traffic in Drugs.
Traffic in Arms and Ammunition.
Traffic in Women and Children.
Commercial Equality.
Freedom of Transit and Navigation (as soon as local conditions allow).
Aerial Navigation.
Postal, Telegraphic or Wireless Communications and Measures for the protection of Literature, Art or Industries.

The documents referred to have all been made public and I shall be glad to furnish any further information which the Government may desire to have.

Yours sincerely,

H. DOBBS.

No. 2.

The Prime Minister of 'Iraq to the High Commissioner for 'Iraq.

SECRETARIAT OF THE COUNCIL OF MINISTERS,

BAGHDAD,

10*th July*, 1924.

DEAR SIR HENRY,

With reference to your letter, dated the 26th March, 1924, and in view of the Council of Ministers' two resolutions adopted at the meeting of the 26th May and the 26th June, respectively, which resolutions have been approved by His Majesty the King, I am now able to inform Your Excellency that the 'Iraq Government has accepted the Agreements, Treaties and Obligations referred to in Article X of the Anglo-'Iraq Treaty

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and mentioned in Your Excellency's aforesaid letter. I forward herewith copy of Council of Ministers' resolution adopted at the meeting of the 26th June, 1924, in connection with the "Anglo-French Boundary Convention," and copy of a letter from the Rais of the Royal Diwan containing important remarks with regard to the boundaries between 'Iraq and Syria, in order that all these remarks may receive careful consideration at the discussions which will take place in future in connection with the Boundary question.

Yours sincerely,
JA'FAR AL'ASKARI,
Prime Minister.

ENCLOSURE 1 IN No. 2.

Copy of Council of Ministers' Resolution No. 6 adopted at the meeting of Thursday, the 26th June, 1924.

There was read out, Counsellor to His Excellency the High Commissioner for 'Iraq's letter, dated 23rd June, 1924, on the subject of the Anglo-French Boundary Convention, and also his letter, dated 11th June, on the same subject. Whereupon the Council of Ministers accepted the Anglo-French Boundary Convention resolving that it is necessary that the whole of the Jebal Sinjar should be included in 'Iraq for the purpose of safeguarding 'Iraq interests.

ENCLOSURE 2 IN No. 2.

Copy of letter, dated 6th July 1924, from the Rais of the Royal Diwan to the Secretary to the Council of Ministers.

His Majesty has approved the Council of Ministers' resolutions adopted at the meeting held on the 26th June, 1924. But as regards resolution No. 6, while His Majesty agrees in principle to the contents thereof (i.e. the acceptance of the Anglo-French Boundary Convention) out of a desire to discharge the obligations undertaken towards our ally, Great Britain, His Majesty would, in the meantime, wish to invite the attention of the Council of Ministers to the serious nature of the discussions which will take place later on between the two parties for the final fixation of the 'Iraq-Syrian Boundary.

The firm establishment and continuance of good relations between any two countries depend, in the first place, on the boundaries between such countries being clearly set out and of a nature which will help to remove causes of dispute (or difference). And as the natural northern boundary between the two countries, 'Iraq and Syria, is the course of the Khabur river, His Majesty considers that any compromise that may be allowed in future in connection with this boundary which forms the only natural barrier (original partition) between the various zones and tribes, will inevitably lead to misunderstanding and to the disturbance of good relations. Such an eventuality is undoubtedly inconsistent with the wishes of the two parties and not in their interest. I have, therefore, been directed by His Majesty to invite the attention of the Council to this vital point in order that it may constantly keep it before its eyes in future.

U. E.
RUSTAM HAIDAR.

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II. MINISTRY OF INTERIOR.

1. Internal Administration.

Organization.

The portfolio of Interior was held by the Prime Minister, 'Abdul Muhsin Beg al Sa'dun, till 16th November, 1923, when on the formation of the Cabinet of Ja'far Pasha al 'Askari, 'Ali Jaudat Beg, Mutasarrif of Muntafiq, was appointed Minister.

In August, 1924, 'Abdul Muhsin Beg resumed the office of Minister of Interior in the cabinet of Yasin Pasha al Hashimi. Mr. K. Cornwallis, C.B.E., D.S.O., continues to perform the duties of Adviser to Interior and Chief of the Inspectorate Staff, in addition to that of Personal Adviser to the King.

Certain changes have been made in the administrative divisions of the country, the most important of which are that in April, 1923, 'Arbil, which had been, since 1921, a Subdivision under Kirkuk, was returned to the full status of a Division, and that in March, 1924, Sulaimaniya was also reconstituted as a Division of 'Iraq. The Divisions now number 14, and are as follows :—

Basra, Muntafiq, Diwaniya, Hilla, Karbala, 'Amara, Kut, Baghdad, Dulaim, Diyala, Kirkuk, Sulaimaniya, 'Arbil and Mosul.

The chief administrative officer of a Division or Liwa is the Mutasarrif ; under him are the Qaimmaqams at the head of the Qadhas into which the Liwa is divided. The Qadhas are subdivided into Nahiyahs under Mudirs. Mutasarrifs and Qaimmaqams (through Mutasarrifs) are responsible to the Ministers of Interior and Finance jointly, but in Nahiyahs, administrative and financial duties were formerly divided. The former were assigned to the Mudir, the latter to an official called the Mamur Shu'bah. Early in January, 1924, the Council of Ministers decided to alter this organization by assigning both administrative and financial duties to a single official, to be called Mudir of the Nahiyah. The Mamur Shu'bah has thus been abolished and the new type of Mudir will be responsible to both Ministries, through the Qaimmaqam and Mutasarrif. This system should prove more economical and it should also avoid unnecessary reduplication of work.

The British advisory side of the administration is represented by Administrative Inspectors whose functions were defined by the Administrative Inspectorate Law, passed in January, 1923.

Transfer of Property Tax.

Another important decision of the Council which directly affected the Ministry of Interior was taken in August, 1923, namely, the transfer of property tax revenues from the budget of municipalities to that of the State, with effect from 1st April, 1923. Although it was decided at the same time that the 12½ per cent.

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of gross revenue formerly paid by municipalities as a contribution to Government should revert to them, in the majority of cases this did not compensate them for the loss of the Property Tax. Municipal budgets have been difficult to adjust, but it is anticipated that general advantage will accrue from a more efficient assessment and collection of the tax.

General Features of Administration.

Local administration has pursued an even course during the year, undistorted by political agitation. Any problems which have arisen have sprung from natural causes such as cannot be eliminated in a day. Tribal lawlessness still lifts its head among the strong confederations of the middle and lower Euphrates, nor is the ordinary machinery of administration always sufficient to quell it. Fundamental agrarian questions have yet to be solved, the relations between shaikh and sarkal, and of both to the central authority, still lack definition and the tribesman has not relinquished his primeval preference for taking the settlement of his disputes with his fellows into his own hand, without reference to the law of the land.

There is, however, a distinct improvement and already over most areas normal conditions of administration prevail and the authority of government is recognised. The whole valley of the Tigris is free from the danger of serious disturbance and the same applies to the Euphrates valley from Hilla to the frontier, while Kirkuk and 'Arbil are among the best administered Divisions of 'Iraq. The action taken in the 'Afaq, Samawa and Chabaish areas has done much to stabilize the administration in the Middle and Lower Euphrates. It is satisfactory to observe that in general there is close co-operation between the 'Iraq official and his British adviser or Inspector and not infrequently the local knowledge of the one and the training of the other combine to form a highly efficient unit.

Considerable advance has been made towards the selection and organization of a regular civil service. In March, 1924, it was decided to form a joint selection board composed of members of the Ministries of Interior and Finance for the purpose of advising on the appointment, transfers and dismissal of Mutasarrifs, Qaimmaqams and Mudirs. This board has already done valuable work in securing a better type of official and has proved an effective check on favouritism. At the same time a system for the examination of candidates was established and extended to all existing officials of the two lower grades, with the result that many of these were eliminated.

The general level of capacity and integrity among the higher officials is undoubtedly rising year by year. Flagrant practice of corruption has on more than one occasion led to official enquiries with salutary effect ; 'Iraq officials are gaining in administrative experience and many are showing initiative and activity in dealing with the problems of their district.

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Tribal Disputes Regulations.

In tribal areas increasing use has been made of the tribal *majlis* as a means of dealing not only with tribal disputes, but with all questions which affect the tribes, and it has undoubtedly done good work; but it has tended to become too much stereotyped and Mutasarrifs have been inclined to use it as a means of shelving their own responsibilities. Steps have been taken to give it more efficiency.

Agrarian Settlement.

The agrarian question, more acute in the Muntafiq Division than elsewhere in 'Iraq, is still as far from solution as before and demands a comprehensive agrarian survey. As occasion permitted, such surveys have been carried out over sections of various districts.

Mosul Census.

A census was carried out in Mosul Division during the year 1923. This produced a total population of 222,011, but this figure is considered to be about two-thirds of the true figure at which the population should stand, as the tribal population could not be registered.

Control of Shammar Nomads.

The control exercised by Government over the nomadic Shammar in the desert west of Mosul is still imperfect. The depredations of the Shammar shaikhs have been partially checked by the adoption by the 'Iraq Government of the policy of making Shaikh 'Ajil al Yawar responsible for the tribe and backing him strongly with official support. But the right claimed by the shaikhs, and formerly admitted by the Turkish Government, to collect dues upon all sheep grazing in the desert, upon wayfarers and caravans and even on the cultivation on the fringe of the Jazira steppe, is a scourge which is difficult to eradicate. It is the effort of Government to limit it as far as possible, but the villages along the Tigris which send out their sheep to pasturage find themselves obliged to meet the demands of the Shammar so as to secure the safety of their flocks, while the merchants who take sheep across the desert for the Syrian market are particularly harshly treated. Every ragged party of tribesmen whom they meet will demand the present of a sheep, and although in theory the caravan is under the protection of the shaikh to whom the dues (Khuwah) were paid, a second shaikh will often claim and enforce payment to himself; moreover, the tribal guard, which fulfils its purpose so ill, lives upon the shepherds and their flocks. Until the three governments of 'Iraq, Syria and Turkey combine in a concerted scheme for the protection of trade routes, it is doubtful whether these exactions can be stopped.

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It is partly owing to the heavy tolls levied by the Shammar that trade with Syria is disappointing to Mosul. At present it usually goes via Baghdad, the charges on that road being lower, while it enjoys greater immunity from the rapacity of the tribesmen.

2. Municipalities.

Organization.

Municipalities are in charge of elective municipal councils, the members of which are elected for a term of four years, half the number retiring every second year.

The Mayor, or *Rais Baladiyah*, is appointed by the Mutasarrif, who selects his nominee from among the elected members. But in Baghdad the Lord Mayor, or *Amin al 'Asimah*, is appointed by the Ministry of Interior with the approval of the Cabinet.

The Larger Towns.

Of the larger towns, the Municipalities of Baghdad and Basra have been precluded from making any considerable development by the loss of their chief source of revenue, the Property Tax. In Mosul, municipal finances have been incompetently handled and little has been done beyond the completion of a scheme for supplying the town with water. The cholera epidemic which began at Mohammerah in the autumn of 1923, put a heavy burden on the Public Health Department, which showed itself equal to the task imposed on it.

Smaller Municipalities.

Towns of the calibre of 'Amara, Nasiriya, and Hilla will be forced to strict economy in order to meet the loss of the Property Tax. As a rule the quality of the municipal Councils depends very largely on the energy and capacity of the mayor, but on the whole the towns are creditably managed and in places where the mayor is an exceptionally capable man, as, for example, in the case of Kirkuk, the standard rises considerably higher. As compared with Turkish times the improvement is remarkable. The neglect and filth which characterised the provincial towns has everywhere vanished. The streets are decently kept and lighted by electricity, the bazaars sanitary, the water supply clean. The standard of living has risen. Besides water and light, the local municipalities not infrequently run ice and soda water plants. Other municipal enterprises, such as flour mills, have been attempted, but rarely with success.

As for still smaller municipalities or townships with a population of two to three thousand, it must be admitted that if they are usually solvent it is because they incur little or no expenditure on public services. It is, however, recorded that a mayor of a reed-hut village, some 15 miles from the divisional

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headquarters, proposed to light the road thither by electricity, "like Paris." On being asked how many electric lamps he thought would be necessary, he reflected deeply and replied: "Three: one in the town, one in the village and one half way."

Many of the small municipalities have benefited by the transference of the Property Tax to the Government Exchequer, for whereas they profited little by the tax, the reversion to them of 12½ per cent. of their whole income, which was formerly a fixed contribution to General Revenues, is a solid gain.

3. The 'Iraq Police.

GENERAL.

During the period under review great progress was made in the extension of the control of Arab Commandants of Police over Police administration. At the close of 1924, the principle had been introduced in all Liwas except 'Arbil, and in the near future an Arab Commandant will be appointed to this Liwa also. In other Liwas, Arab Commandants assumed full responsibility, including control over accounts.

A great reduction has been effected in the number of foreign personnel in the Police Department. The number of British gazetted officers was reduced from 24 to 15. The services of 19 British non-gazetted personnel were terminated, reducing their number to 14, and a large number of Indian clerks and inspectors were dispensed with, their places being taken by Arab personnel.

The budget for the year 1924–25 amounted to Rs. 70,54,270/-, and included provision for a force of 3,134 foot and 2,755 mounted police. Although no increase is anticipated during the financial year 1925–1926, the budget will show an increase of one lakh of rupees owing to increased cost of horse rations. The above does not include Sulaimaniya, for which a separate budget has been submitted, amounting to Rs. 1,38,904. This includes provision for 100 police.

No difficulty in obtaining recruits has been experienced in any part of the 'Iraq and the force is almost up to sanctioned strength. Health and discipline have been good, although in some cases outstations in charge of Inspectors or Assistant Commandants have shown a remarkable inferiority in discipline to Headquarter Stations where there are British Station House Officers.

Great progress has been made in consolidating the position of the Police force throughout the country. Everywhere, improvements have been effected in regard to barrack accommodation. New headquarter police stations are under preparation at Diwaniya, Samawa, and Rumaitha. The building programme for the new financial year includes new police stations at Ba 'quba, Kut and Falluja and thus ensures that progress will be well maintained.

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The Police Training School was abolished with effect from 31st July, 1923, owing to financial stringency, but was re-opened with effect from 10th June, 1924, as it was found impossible to do without it.

A standardised rate of pay for the whole 'Iraq police was introduced during the year 1923, and this resulted not only in a large saving to government but also in greater efficiency in certain districts and a simplification of the system of accounts.

Gazetted Officers.

At the close of 1924 there were 15 British officers in the 'Iraq Police. During the period under review, six officers left the force owing to the policy of reduction of British personnel.

In the current financial year, budget provision has been made for 15 officers and it is the considered opinion of the British Inspector-General that public security will be endangered if further reduction is made. Already in places where there is insufficient British supervision and 'Iraqi officers are insufficiently trained, a marked decline in efficiency is noticeable, and crime has increased. In the last four years, i.e., from 1921 up to date, the cadre has been cut down from 30 to 15 and this in spite of the fact that prior to 1921 there were no 'Iraqi gazetted officers in the force, and time to train them has been so short.

At the end of the year 1924 the strength of 'Iraqi officers was 15 commandants and 24 assistant commandants. In the current financial year the numbers will remain unchanged.

British Non-gazetted Personnel.

The strength of the British non-gazetted personnel, including railway police, at the end of the year was 14. They are employed in the following Liwas :—Baghdad, Mosul, 'Arbil, Kirkuk, Basra, Diwaniya, and Nasiriya, and in the Railway Police. In other Liwas their duties have been taken over by 'Iraqi inspectors and the progress made in this direction may be gauged from the reductions made in successive years, as below :—

In 1921 strength was	..	..	..	..	59
„ 1922 „ „	..	..	..	..	34
„ 1923 „ „	..	..	..	..	29
„ 1924 „ „	..	..	..	..	14

British non-gazetted personnel are now mainly employed in supervising the training, clothing and discipline of the men and are responsible for the correct working of night patrols and the system of prevention of crime, guards and escorts. British non-gazetted personnel with cavalry training are, moreover, very useful in charge of the Mounted Police, especially in Liwas such as Baghdad, 'Arbil, Kirkuk, Nasiriya and Diwaniya, where there are Government horses.

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Inspectors.

The total number of inspectors in the force is now 173, and no increase is anticipated.

Indian inspectors and clerks are being gradually eliminated from the force. During the period under review, 9 inspectors and 15 clerks either reverted to India to their substantive posts or were otherwise disposed of. Indian inspectors are now mainly employed in railways and on highly technical work in the Finger Print Bureau. At present there are only eight Indian inspectors left in the 'Iraq Police, and this further shows the extent to which the country is now being actually policed by 'Iraqis.

Central Criminal Investigation Department.

Criminal Branch.—In June, 1924, the Criminal Branch was definitely separated from the Special Branch and placed in charge of an 'Iraqi commandant of police under the supervision of the D.I.G., Police (C.I.D.). There has been a great increase in the number of cases handled entirely by the Department, which has, moreover, been of great assistance to the District Police in detection of crime by means of the finger print system and by means of the development and identification of prints left behind by criminals when committing crime. Many important cases were dealt with, including several Customs fraud cases in which over 1½ lakhs of rupees were recovered for Government. A big political criminal gang in Baghdad itself was also broken up.

Special Branch.—The Special Branch continued to keep Government informed of subversive political movements and intrigues. In addition, a considerable amount of external intelligence work has been done in the frontier Liwas and the work of consolidation and dissemination of information has been carried out.

Finger Print Bureau.—Finger Print (Record) Slips on record in the Bureau increased from 11,986 to 21,808. A total of 13,795 Search Slips were received during the period under review which resulted in 1,105 persons being traced as using false names, and 1,856 persons as having previous convictions. There were 18 cases of escaped convicts being traced by means of finger prints.

Transactions with foreign bureaux have been as follows :—

F.P. (Record) Slips were issued as under :

Indian Bureau	165
Scotland Yard	7
Colombo	1

F.P. (Record) Slips have been received :

Indian Bureau	21

Search Slips were received from foreign bureaux as under :

Indian Bureaux	73

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A total of 1,055 Search Slips were submitted by various departments, before employing subordinate personnel, with the result that 124 persons were traced as having been convicted of criminal offences.

Passport and Residence Department

Administration and Organisation.

At the beginning of the year Passport Bureaux existed at Baghdad, Basra, and Mosul; and Passport Checking Posts existed at Khanaqin, Ramadi, 'Ana, Abul Khasib, Diaji, Tannumah, Ma'qil and Viceroy-Pier. The last four posts are in the environs of Basra.

Owing to the return to normal conditions on the Turco-'Iraqian borders, and the consequent resumption of trade between 'Iraq and Turkey, it was found necessary to establish Checking Posts on this frontier, but owing to the shortage of staff it was only possible to establish posts on the main routes. Posts were opened at Zakho and 'Ain Ghazal; the former to check traffic to and from Jazira-ibn-'Umar (Turkey) and the second to check traffic to and from Nisibin (Turkey) and Aleppo (Syria). Steps were being taken to establish a Passport Checking Post at Amadia and other important places on the Turco-'Iraq frontier at the time of the Turkish invasion of the frontier. In consequence of this, these proposals were held in abeyance and instructions were issued to the Passport Checking Post at Zakho to stop traffic to and from Turkey.

On the Syrian frontier no changes took place.

The unsettled conditions on the northern portion of the Persian frontier prevented the establishment of Passport Checking Posts there. From Khanaqin Passport Checking Post to Basra no posts were opened with the exception of a temporary post at Mandaliya. The latter was established because a number of Persian pilgrims entered 'Iraq by that route to avoid the Persian frontier post at Khosrowi. The inauguration of a motor-car route between Basra and Abadan via Siba in the latter part of the year necessitated the opening of a Checking Post at Siba.

No change took place in regard to the checking of sea traffic which continued to be carried out by the Checking Posts at Ma'qil, Viceroy-Pier and Tannumah.

Legislation.

Although the Passport and Residence Laws were promulgated in July, 1923, up to the present they have not been executed in full as certain amendments were required, and until this was done no administrative rules could be framed. The laws have, however, to a considerable degree been executed in accordance with instructions issued by the Chief Residence and Passport Officer, the Deputy Inspector-General of Police (Criminal Intelligence Department).

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Immigration.

A Residence Law controls the immigration of foreigners into 'Iraq. British Consular Officers (in Persia and Syria) acting as 'Iraqian Consular Officers, have been guided by " instructions " issued by the Council of Ministers for the grant of visas to 'Iraq.

During the period under review 2,936 applications to enter 'Iraq were dealt with.

Residence.

Section 10 of the Residence Law (requiring foreigners to obtain Residence Permits) was not strictly enforced during the year owing to the non-promulgation of the Nationality Law.

One thousand one hundred and forty-five applications for permission to reside in 'Iraq (including applications for local demobilization) were dealt with.

One hundred and thirty-two cases of deportation of undesirable aliens were considered. In all cases, with the exception of two (one British and one Turkish Assyrian), deportation orders were obtained. Out of this number one hundred and five were deported; the others will be deported after the termination of their terms of imprisonment.

The following is a statement of deportees by nationality :—

British	4
British Indians	31
Portuguese	1
Persians	53
Russian	1
Syrians	12
Turkish	2
Afghan	1

Passports.

The number of passports and visas issued at various Passport Bureaux and Posts is as under :—

Place.	*Passports.*	*Visas.*
Baghdad	6,651	3,665
Mosul	1,994	3,558
Dulaim	1,558	5,110
Khanaqin	3,947	8,280
Basra and dependencies	8,037	16,322
Total	22,187	36,935

Pilgrim Traffic.

With effect from 1st January, 1924, the system under which Persian pilgrims proceeding to 'Iraq were required to obtain pilgrim passes from His Britannic Majesty's Consulates in Persia was discontinued, and a new system requiring pilgrims to be in

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possession of national passports viséd by Consuls for the journey to 'Iraq was introduced. The new system has worked satisfactorily inasmuch as it has prevented parties of pilgrims entering the country on a single pass as was the case under the old system.

Nationality.

The promulgation of the 'Iraq Nationality Law in the month of October placed increased responsibility on the department. Up to this time work was confined to the issue of Laissez Passer to prospective 'Iraqian subjects residing abroad.

Proposals on the subject have been submitted and the necessary forms drawn up. The law will be enforced when the necessary authority is conferred upon this department which is fully equipped for the purpose.

General.

The total revenue estimated to have accrued to Government through the Department (by means of revenue stamps affixed to passports) is Rs.1,30,230.

There were 605 cases of stowaways detected in Basra.

CRIME.

Statistics attached to this report show that the total number of cases of all kinds reported to the Police numbered 31,518. Of these 19,856 ended in conviction, while at the close of the year 934 remained under investigation or trial. The value of stolen property amounted to Rs.1,748,343 and property valued at Rs.5,00,541 was recovered.

It is interesting to note that :

in 1922 the total number of cases reported was						13,507
in 1923	,,	,,	,,	,,	,,	16,176
while in 1924	,,	,,	,,	,,	,,	18,201.

POLICE WORK IN TRIBAL DIVISIONS.

The Police Force must be congratulated on its successful work in those Divisions of 'Iraq which are mainly tribal. In many Liwas better accommodation has done much to improve the efficiency of the Police and raise their prestige. It is not therefore surprising that they should have been found capable of dealing with many important cases of tribal disobedience to Government orders which in previous years would have called for aerial intervention.

On the few occasions that aerial action was necessary, the police successfully co-operated with aircraft and saved the use of regular troops.

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The withdrawal of troops from Sulaimaniya in July, 1923, resulted in an outbreak of lawlessness in the Kurdish area and necessitated an increase of Police. However in July, 1924, Sulaimaniya was re-occupied by government troops accompanied by 100 police and the establishment of government control is now in process.

In the Mosul area the outstanding feature was the Turkish invasion of the frontier in September, 1924. The Police at the frontier stuck to their posts as far as possible and in one instance they engaged the Turkish troops and drove them off with loss. The subsequent retirement of the Turks in accordance with the decision of the League of Nations relieved the situation and allayed anxiety among the local Christian population which at one time was acute.

In the 'Afaq area of the Diwaniya Liwa the situation in March and April, 1924, became steadily worse until a state of open defiance of government prevailed. The police were re-inforced and attempted to enforce the collection of revenue. On the 25th April, while on this duty, they were attacked by a large force of tribesmen and forced to retire on 'Afaq. The Commandant of Police and three constables were killed. Air action was then taken against the tribesmen in which the police co-operated and by 20th May the situation was normal.

Special Work called for by Floods.

Both in Baghdad and in Dulaim Liwas great difficulties were caused by the exceptional floods in April, 1923, which compelled the traffic on the Baghdad-Aleppo road to make a wide deviation into the desert under Police escort. Good work was done also in watching the dykes and subsequently in assisting the Irrigation Department in their repair.

The Aleppo Road.

The Dulaim Liwa is of special importance on account of the great highways to Aleppo and Damascus which pass through it for distances of 240 and some 300 miles respectively. Over these stretches 21,000 persons have travelled to and from Syria, but only 22 highway robberies were reported. Special measures have been adopted in the way of patrolling and safeguarding dangerous stretches, route regulations have been issued, and in certain cases sarkals have been made responsible for areas considered unsafe, while the paramount shaikh has accepted responsibility for the sarkals. These measures have proved sufficient and satisfactory.

The Desert Force.

Road Protection.—The Dulaim Desert Force has maintained its high standard of efficiency. Owing to a reduction in the Police Budget for 1923, it was slightly reduced during that year and its actual strength is now 69 horsemen and 50 camelmen, composed

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of Dulaimis, 'Anizah, Shammar and Shammar Nejdis, the latter proving the most suitable for the work as they are essentially fighting men.

Since the Aleppo road became definitely open and steady traffic crossed the frontier, the Desert Force has been obliged to remain in the Forward Area. Early in the year 1923, the re-occupation of the posts of Nahiyah and Qaim, and the regular patrolling of the road between 'Ana and the frontier, became necessary. This area, owing to trans-frontier raiding between the 'Aqaidat and Dulaim tribes, remained very much unsettled and dangerous for traffic until July, 1923, when as a result of the Dair-al-Zor Conference, a peace was arranged between the two tribes.

Numerous raiding parties of Shammar and 'Anizah continued to cross to and from the Jazira and the work of the Desert Force in general has consisted in keeping the Aleppo and Damascus roads clear and protected. In this work they have undoubtedly distinguished themselves, and it was unquestionably due to the efforts of the men and their high prestige among local tribesmen and Beduin that the roads remained open and travellers were so seldom molested. Many incidents occurred wherein Desert Force detachments successfully came into action with raiding parties.

Arms Smuggling.—Arms caravans from Syria continued at intervals to enter this country, the usual route taken being the one due east of Damascus via Jabal Tunaif to Qasr Khubbaz, turning south via Abu Jir, Thumail and thence by numerous routes towards Shithatha, Karbala, etc. In most cases caravans of Kubaisiyin and 'Anizah split up when reaching Qasr Khubbaz, the former disposing of their consignments locally, the latter more often making their way south to the Dahamshah ('Anizah) The task of suppressing this traffic was a difficult one and owing to shortage of strength no special detachment could be detailed for this duty. It was practically impossible for mounted District Police to watch all these routes and the safety of the Aleppo and Damascus roads being considered of greater importance it was necessary to employ the Desert Force mainly on this duty. Arms caravans, therefore, seldom came within reach of either District Police or Desert Force and, in consequence, only small captures were made, none of which amounted in any way to a complete consignment.

Tall 'Afar.

The security of the desert road from Mosul to Dair-al-Zor is entrusted to the Tall 'Afar Camel Corps which, though nominally under the supervision of the Police, is directly controlled by Shaikh 'Ajil al Yawar. It consists of 50 horsemen and 150 camelmen. This arrangement is unsatisfactory from a police point of view, but owing to political reasons no better system can be at present evolved.

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Conclusion.

In the period under review most satisfactory progress has been made in regard to handing over British administration of the Police Department to the 'Iraqi. British Officers are now being employed purely on supervision and advisory work except in 'Arbil and the Railway Police, and it is satisfactory to note that 'Iraqi Commandants of Police are beginning in a larger measure to realise their responsibilities and obligations in the matter of Police work. They have been given a sound foundation to build upon, and so long as the British element is not too quickly eliminated the future may be regarded hopefully so far as this department is concerned. In Haji Salim Beg the force is happy in the possession of a very able Director-General who is a strict disciplinarian and sets an excellent example of hard work and devotion to duty.

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Abstract Statement of Crime in 'Iraq for the Period 1st April, 1923, to 31st December, 1924.

	Cases.						Persons.						Property.	
										Acquitted or Discharged.				
	Pending.	Reported.	Convicted.	Discharged or Acquitted.	Expunged or Untraced.	Pending or under Investigation or Trial.	Pending from Previous Year.	Arrested.	Convicted.	By Courts.	By Procurators.	Pending.	Lost.	Recovered.
Baghdad	229	13,871	7,306	5,625	915	157	162	20,865	10,615	9,676	605	104	461,538/-	154,121/-
Basra	58	2,947	2,419	248	301	45	52	3,856	3,223	423	207	52	252,888/-	60,595/-
Railway Police ..	19	569	427	28	79	17	—	845	582	97	37	33	95,401/-	31,301/-
Kut	33	1,181	1,072	61	50	36	27	1,851	1,622	202	—	21	20,417/-	8,487/-
'Amara	21	1,196	876	218	26	108	33	2,150	1,611	359	157	171	44,285/-	22,921/-
Nasiriya	50	1,228	789	289	41	87	100	1,963	1,256	435	96	97	48,420/-	16,897/-
Diyala	76	2,188	1,641	388	83	32	64	3,983	2,799	1,041	12	37	35,085/-	20,045/-
Dulaim	—	263	200	21	41	28	—	683	353	87	77	17	315,461/-	65,315/-
Mosul	103	1,297	578	175	454	111	18	1,399	842	471	51	43	96,499/-	21,980/-
'Arbil	28	929	672	191	72	22	14	1,283	889	253	107	14	95,353/-	36,756/-
Diwaniya	1	599	300	98	23	163	2	656	385	95	53	69	49,214/-	17,882/-
Karbala	28	1,650	1,078	548	103	32	3	2,851	1,767	1,065	—	26	59,075/-	5,312/-
Hilla	33	1,298	780	517	3	38	50	2,556	1,519	1,296	1	59	24,389/-	8,261/-
Samarra	19	756	448	161	141	16	56	1,320	718	568	—	43	43,153/-	9,203/-
Kirkuk	27	1,546	1,270	111	188	42	12	1,447	1,473	239	28	9	107,165/-	21,465/-
	725	31,518	19,856	8,669	2,520	934	593	47,708	29,654	16,307	1,431	795	1,748,343/-	500,541/-

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STATEMENT SHOWING ARRIVALS AND DEPARTURES FROM BASRA'S PORT FOR PERIOD UNDER REVIEW.

	Arrivals.	*Departures.*
British	805	895
French	18	21
Americans	100	111
Russians	8	13
Greeks	16	15
Egyptians	10	8
Africans	11	8
Syrians	12	44
Armenians	55	92
Palestinians	3	10
Canadians	4	1
Australians	2	2
Italians	15	17
Belgians	8	9
Chinese	16	6
Germans	2	4
Dutch	1	—
Somali	2	—
Javanese	2	—
Swiss	2	3
Spanish	5	1
Polish	3	3
Burmese	—	1
Hejazis	—	3
Algerians	—	1
Brazilians	1	2
Turks	3	10
Assyrians	6	8
Japanese	8	2
Afghans	548	778
Balooch	225	285
Arab Traders	2,123	2,231
Arabs other than Traders	1,079	1,181
Arab Pilgrims	6,516	8,073
Persian Traders	184	256
Persians other than Traders	454	518
Persian Pilgrims	4,259	4,660
Indian Traders	282	242
Indians other than Traders	2,273	4,954
Indian Pilgrims	8,676	8,129
Kurds	160	56
Danish	2	—
Irish	1	1
Norwegians	—	1
Swedish	—	1
Mauritius (inhabitant of)	—	1
Bukharans	—	1
Total	27,900	32,658

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4. Administration of Civil Jails.

Personnel.

During the period under report the post of Director of Civil Jails has been held first by Hasan Wifqi Effendi and afterwards by Rauf Beg al Kubaisi. The post of first Inspector has been filled by Mr. C. Neale, except for a period of three months in 1924, when Mr. J. Drowley acted for him.

Jail Buildings.

The jails in 'Iraq are divided into three divisions, viz., Baghdad, Basra and Mosul ; these are central jails having district collecting jails attached to each as follows :—

Baghdad Division.—Baghdad, Ba'quba, Hilla and Kut.
Basra Division.—Basra, 'Amara and Nasiriya.
Mosul Division.—Mosul, 'Arbil and Kirkuk.

The district collecting jails at Ba'quba, Kut, Nasiriya and 'Arbil were opened during the year 1923.

At district jails only prisoners sentenced to a year or less are retained, those sentenced above a year being sent to their respective central jails.

Alterations and improvements have been carried out in many of the jail buildings. The Baghdad jail was washed away by floods in March, 1923, and was lodged in a building intended for an asylum till new quarters could be completed, when the asylum building reverted to its original purpose. The female convicts were badly lodged and have been transferred to a more favourable site. Improvements have been effected also in the jails at Kut, Ba'quba and Basra, and a new jail has been built at Kirkuk.

Population.

During the nine months under report in 1923 the jail population was as follows :—

All Classes.

The period began with a population	1,387
Received during the period	6,335
Released during the period	6,046
Remaining on the last day of the year ..	1,676
The daily average number	1622·14

The above figures include a small proportion of civil debtors. Few of these complete their sentence, which is 91 days, their debt generally being paid a few days after confinement. An option is given as to whether this class of prisoners should work or not ; a daily charge of 12 annas exempts the person from working.

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The following is a summary of all prisoners who passed through the jails in 1924 :—

All Classes.

	M.	F.
The year began with a population of	1,640	32
Admitted during the year	7,967	255
Released during the year	7,767	261
Remaining at the end of the year ..	1,840	26
Daily average	1,780·4	36·99

One thousand four hundred and forty-eight convicts were sentenced to simple imprisonment. This class of prisoner cannot be used remuneratively. Of the total of 4,838 convicts admitted, only 250 were literate.

Labour.

Jail labour is not patronised by the general public, but outdoor labour is supplied by Government departments and municipalities and is given either free or at a small charge. In most districts sufficient labour is forthcoming to keep the prisoners well occupied. British firms have sometimes called for prison labour.

To find work for life sentence prisoners and others of bad character, indoor industries were introduced at central jails. Prisoners were employed and trained in weaving prison clothing, blankets and underbedding. They were also engaged as tailors, carpenters, blacksmiths, on caning chairs, and other remunerative works. A large factory has been completed at Baghdad where sufficient clothing, blankets and bedding are made for the supply of all jails in 'Iraq. Orders are being accepted to supply bedding to other Government departments.

Discipline and Punishment.

The general conduct of prisoners was satisfactory in all jails except that of Basra, where the prisoners mutinied in October, 1923. The affair proved to be a rebellion against authority plotted by a set of desperate characters. Twenty-five ringleaders were awarded 25 strokes each with a cane. They were given every opportunity of setting forth their grievances to the President of the Sessions Court and the civil authorities.

In 1924, the number of punishments inflicted on prisoners was 952, a decrease of 101 as compared with the previous year. Punishments of a minor nature consist of 3 to 6 strokes with a cane, 6 to 9 strokes are given for laziness and disobedience to orders. Offences that are dealt with by major punishments are generally in connection with assaults, mutinies, and attempts to escape, and are met with by inflicting 10 to 25 strokes, solitary confinement and penal diet. All criminal actions beyond the powers of jail jurisdiction are dealt with by the Civil Courts.

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Health.

The health of the prisoners has been very satisfactory. In 1923, among a daily average population of 1,622 prisoners of all classes, the daily average sick was 44·5, or 2·7 per 100. The total number of deaths during the nine months was 19, which includes 4 who were shot dead whilst attempting to escape.

It is noteworthy that during the epidemics of plague and cholera which were raging at Baghdad and Basra during the year, only one case of plague, which was fatal, took place at Basra. Every precaution was taken to safeguard the health of prisoners and inoculation against plague and cholera was carried out in all jails.

The health of the prisoners was very satisfactory throughout the year 1924. The daily average sick was 44·7 among a daily population of 1,817. The total number of deaths was 15.

Escapes and Recaptures.

In 1923, there were 22 escapes, of whom 10 were recaptured. Fifteen were from Baghdad jail, 5 from Basra, and 2 from Mosul. The high figure of escapes from Baghdad jail was largely due to the inadequacy of the buildings in which prisoners were confined.

In 1924, there were 24 escapes, of which 12 were recaptured. Twenty-one of these escaped from outside the jail when working with gangs. All cases were placed in the hands of the Police and in some instances those responsible were sentenced by the Courts

Executions.

There were 15 executions during the nine months of 1923 here dealt with, and 12 during the year 1924. In all cases death was instantaneous.

Diet of Prisoners.

There were few or no complaints from prisoners regarding their rations. On various inspections by Government Officials the food supplied was pronounced of good quality and ample. In the majority of cases the prisoners increase in weight.

Separate cooking houses, as far as can be arranged, are provided in the central jails, where each sect has its own cooks.

Official Visitors.

The jails were frequently visited by the Mutasarrifs, Civil Surgeons and Magistrates of the respective Liwas. At headquarters the jail was also visited by Officers of the Ministry of Interior, Justice, Education, Health, Air Force and Arab Army. In all cases special appreciation was shown for the manner in which the jails were conducted.

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Female Jails.

Female jails exist at Baghdad, Basra and Mosul. In district jails, when necessary, the females were entrusted to the care and safe custody of the respective Mukhtars and then, according to the length of their sentences, transferred to central jails.

Although this routine is irregular, there is no alternative, as district jails are unprovided with accommodation for female prisoners.

Female prisoners are employed on repairing and washing prison clothing, and other small works such as sewing blankets.

Lunatics.

The long desired asylum was opened at Baghdad on the 21st July, 1924. It is a great improvement upon the old system, whereby the lunatics were confined in jails with convicted prisoners. Though it is not yet equipped with the latest requirements, yet everything has been done to meet immediate needs, and progress is being carried out gradually as circumstances permit.

Unfortunately there is no room for female lunatics and these are, as heretofore, confined with the female convicts but kept in separate wards.

Population.

The following is the summary of lunatics admitted and released during the year :—

Particulars.	*Non-Criminal.*		*Criminal*		*Total.*	
	M.	F.	M.	F.	M.	F.
The year opened with	28	3	2	—	30	3
Admitted during the year ..	26	16	7	—	33	16
Released during the year ..	32	6	5	—	37	6
Remaining at the end of the year	22	13	4	—	26	13

The admissions represent transfers from all parts of the country.

A great improvement is noticeable in the health of lunatics and their recovery to sanity since the institution was opened. The majority of lunatics are of a non-dangerous type.

The asylum is provided with accommodation for the following :

1. Office room.
2. Officers' dormitory.
3. One ward with 14 beds for non-dangerous lunatics.
4. One ward with 20 beds for non-dangerous lunatics.
5. Nine cells for lunatics of dangerous character.
6. One dining room for lunatics.
7. One store room.
8. One warders' quarters.

The above has been found to be ample to meet the present requirements.

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Officials.

The asylum is in charge of a Superintendent and an Assistant. There are also five attendants employed to look after the lunatics. A medical officer, appointed by the Health Department, daily visits the asylum which is under the supervision of the Director of the Royal Hospital, Baghdad.

The Director of Public Health, accompanied by the Inspector-General of Public Health, has visited the asylum and was satisfied with the existing arrangements.

REFORMATORY SCHOOL.

This institution has been in existence since 1919, when it was founded by Lt.-Col. W. B. Lane, C.I.E., C.B.E., I.M.S., with a view to reforming juveniles and providing a home for orphans. All orphans have since been entrusted to the care of generous citizens who were willing to look after their welfare. Great advance has been made since the opening of the school which has turned out young men who on entering the school were illiterate and of poor physique, but after a term of some two years left the school capable of earning a decent living.

The year 1924 began with	36
Admitted during the year	140
Released during the year	132
Remaining at the end of the year	44

These figures differ little from those of previous years.

The conduct of the boys is very satisfactory. Punishments were inflicted at times for quarrelling, disobedience, and inattention in class-rooms. Such cases were dealt with adequately and as circumstances demanded.

The boys have kept in splendid health. Throughout the period under report only four were admitted to the Royal Hospital. Great attention is paid to the personal cleanliness of the boys and their clothing. Their school rooms, dormitory and other wards are airy and spacious. In most cases the boys are markedly improved in health when discharged.

Education.

The education imparted to the boys during the year 1924 exceeded that of all the previous years.

A teacher of the Secondary School attached to the Education Department attended the Reformatory School for two hours daily and gave lessons to the boys in reading and writing Arabic, elementary arithmetic and geography. It is gratifying to say that the boys took great interest in their studies ; a boy who was illiterate on his admission to the institution was able to read and write fairly well after a couple of months in the school.

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It is, however, a disappointment to the authorities that these boys, on completion of their four or six months' sentence, leave the school only to forget too soon the little they learnt and return to their previous habits. Nothing of an effective nature can be gained in a period as short as 4 to 6 months. But lads who remain in the school for a period of two years or so generally acquire sufficient knowledge as to enable them to earn an independent living after they leave.

The School now possesses a band of 14 brass instruments. They have regular physical training every morning. After a break of one hour they adjourn to the school rooms for their lessons. In the afternoons drill lessons are given by a Chaush Instructor. Once or twice weekly they are taken out for walks accompanied by the band. This makes a break from the monotony of school life.

Since the beginning of the year 1924 the school was administered independently from the jails under the supervision of the Inspector of Baghdad Division Jails. A Superintendent and an Assistant have now been appointed to take charge of the Institution. There are two teachers for class-room lessons and one Chaush and five warders for safe custody.

Penal Servitude Prisoners.

The jails are at present overwhelmed with penal servitude prisoners. At the end of the year 1924 there were confined in the 'Iraq jails 14 condemned to death, 102 life prisoners and 283 with sentences exceeding 10 years. In other countries there is a penal settlement to which this class of prisoner is transferred. The task of controlling the jails in 'Iraq is therefore harder than elsewhere.

Towards the end of the year foundations were laid down for the building of a new block on similar lines to the one existing. On the completion of this building it is anticipated that the Baghdad jails will be one concerted jail. This will then do away with the existing sub-jail, and the administration and supervision will become much easier for the officials concerned.

'Iraqi Personnel.

In all the central jails there is an 'Iraqi superintendent with a jailor and assistant jailor. The local officials have still much to learn from experience and the double burden of training them and of accepting responsibility for their shortcomings falls on the British officials. During the past year there has been much improvement in the efficiency of the warders. Everything possible is done to keep them smart, but their long hours and arduous work leave little time for drill and inspection.

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5. Health Services.

General.

The record of the Health Service during the period under report is one of satisfactory progress in face of considerable difficulties.

Early in 1923 the 'Iraq Government decided that, apart from the maintenance by Government of first-class hospitals in Baghdad, Basra and Mosul, of specialists' institutions and a quarantine service, the provision of hospitals and medical facilities was purely the concern of local authorities. Strong representations by the Health Directorate that this policy would result in an almost complete disappearance of medical facilities throughout the country with an equal loss of control over the spread of epidemics were received with a discouraging lack of sympathy, except by the Ministry of Interior. With the support of the Ministry of Interior a compromise was arrived at to maintain most of the existing health institutions in the country by a scheme of contributions from municipalities towards the upkeep of local institutions. The majority of municipalities had very impoverished finances but, sooner than lose their medical facilities, readily promised the required contributions. The scheme functioned without trouble for about six months, when difficulty was experienced in obtaining contributions from the poorer municipalities. With the failure of contributions from Baghdad and Mosul the revenue of the scheme became so low that it was impossible to continue.

By this time, however, the volume of protests from municipalities and the pressure of public opinion had reached such a pitch that the Government decided to abandon the scheme and to repay contributions to municipalities, accepting the upkeep of all medical institutions maintained by the Health Service as debitable against the Government. In the midst of these financial complications the Health Service was called upon to deal with a very serious epidemic of cholera which began at Basra and required every effort of the Health Service to prevent its gaining a foothold in other parts of the country, particularly in Baghdad.

The measures employed in preventing the spread of cholera afforded a very clear demonstration of the necessity for complete control by a central Health Authority of all medical institutions in the country and of the vital part that these widely distributed hospitals and dispensaries play in a general scheme for prevention of epidemic disease. As an example, may be quoted the insignificant dispensary at Musaiyib, which at a day's notice became the chief centre for the inoculation and control of pilgrims proceeding to Karbala.

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The lesson of the utility of the various medical institutions in the Liwas afforded by the cholera epidemic was not lost upon the central administration and contributed greatly to the final decision of Government to accept the maintenance of all these institutions.

It is a consolation for all the trouble experienced over the scheme to realize that the experiment has very clearly proved that municipalities and other local bodies in 'Iraq are not yet financially capable of maintaining adequate medical facilities for their areas.

The Health Service continued in 1924 on much the same basis as in 1923, but with the acceptance by Government of proposals to open eleven new dispensaries in towns of importance which were without medical facilities.

Institutions.

In 1923 the Health Service maintained 17 hospitals and 26 dispensaries in the different Liwas of 'Iraq.

In 1924 these numbers were increased to 18 hospitals and 32 dispensaries.

The hospitals are distributed as follows :—

Hospitals.	*No. of Beds.*
Royal Hospital, Baghdad	250
Civil Isolation Hospital, Baghdad	150
Civil Hospital, Samarra	12
Civil Hospital, Kadhimain	16
Maude Memorial Hospital, Basra	155
Civil Isolation Hospital, Basra	100
Civil Hospital, Qurna	12
Civil Hospital, Mosul	157
Civil Hospital, 'Amara	23
Civil Hospital, 'Arbil	30
Civil Hospital, Diwaniya	20
Civil Hospital, Khanaqin	25
Civil Hospital, Hilla	30
Civil Hospital, Karbala..	20
Civil Hospital, Najaf	10
Civil Hospital, Kirkuk	70
Civil Hospital, Kut	20
Maude Memorial Hospital, Nasiriya	70
Total No. of Beds	1,170

The hospital accommodation is almost sufficient for the needs of the country and the only improvements required in this direction are (1) an increase of beds in Baghdad, where the Royal Hospital has on occasion to refuse patients for lack of vacant beds and

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always suffers difficulty in administration by having insufficient vacant beds for the reception and proper distribution of patients ; and (2) the provision of a hospital at Ramadi which, as the point of convergence of the cross desert routes and the road to Aleppo, has greatly increased in importance with the development of the motor traffic between Syria and 'Iraq.

Dispensary facilities are still insufficient for the needs of the country, but these are slowly developing and at the moment the Health Service is finding a difficulty in staffing those already sanctioned. The policy of the Government is now favourable to the establishment of more dispensaries and it is not anticipated that any difficulty will be met when sanctions are requested for their establishment in the few remaining towns of importance where they are considered necessary.

In certain of the recently established dispensaries municipal assistance has been requested to the extent of demanding free building accommodation and the provision of an orderly. This has been willingly granted and it constitutes about the limit of assistance that can at present be afforded by municipalities. It is now under consideration whether this principle cannot be extended to all other municipalities where small dispensaries are maintained at Government expense.

The New General Hospital was transferred in 1923 from its dilapidated buildings and unsatisfactory site to the Majidiyah Hospital, which had been occupied up to that time as a British military hospital, and the hospital was renamed the Royal Hospital.

The Royal Hospital now contains a general hospital for 250 beds, a large out-patient department, a civil nursing home for paying patients and gazetted officials, the central laboratory, anti-rabic institute, vaccine lymph institute, X-ray and electrical institute, and the laboratory of the Chemical Examiner. The collection of all these departments under skilled specialists in one area constitutes a medical centre with facilities for treatment and teaching of which any country might feel proud.

Unfortunately, the portion of the hospital suitable for the establishment of a medical school and for a lying-in hospital for the training of midwives was handed over to the 'Iraq Army for a military hospital, in spite of strong representations by the Health Directorate. Until they are available the establishment of a medical school is practically impossible.

Progress was made with the building of the Maude Memorial Hospital at Basra and at the end of 1924 sufficient buildings had been completed to allow the hospital in Basra city to be closed and the new hospital to be occupied.

The administration block, which will accommodate special department, offices, and the civil nursing home, will be completed during 1925. This hospital, when completed, will be the best of its size in 'Iraq ; it is well planned and a fine piece of architecture.

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A fine 20-bed hospital has been built by local subscription at Kut. The foundation stone of a new hospital, of 30 beds, at 'Arbil, was laid by His Majesty King Faisal at the end of 1924. This hospital is being built by Government and should be completed during 1925.

PERSONNEL

The existing cadre of British Officers at the close of 1924 was :—

Inspector-General.
Epidemiologist.
Health Officer, Basra Liwa.
Director of Hospitals, Baghdad Liwa.
Director of Hospitals, Basra Liwa.
Specialist Pathologist and Director Anti-Rabic and Vaccine Institutes.
Director of X-Ray Institute.
Ophthalmic Specialist and Physician.
Chemical Examiner.
Civil Surgeon, Mosul.
Civil Surgeon, Kurdistan.
Assistant Specialist Pathologist.
Surgeon, Mosul.
Surgeon, Euphrates.

Surgeon, Basra, and 2nd Ophthalmic Specialist.
Civil Surgeon, Nasiriya.
Civil Surgeon, Hilla.
Civil Surgeon, 'Arbil.
Civil Surgeon, Diwaniya.
Assistant Director of Public Health (Finance and Personnel).
Medical Storekeeper.

During the period under report the British Officers of the Health Service have worked loyally and well in their various posts as specialists, health officers, and in general medical and administrative duties, and their work is thoroughly appreciated by the general public. Very good work has been done by British civil surgeons amongst the tribes, by frequent and regular tours, and practically no part of the country now remains unvisited. This touring has a most valuable educational and political effect and it is a matter for regret that the local doctor does not willingly tour amongst the tribes. The effect of the immediate replacement of the British civil surgeons in Nasiriya, Hilla, 'Arbil and Diwaniya would mean the total cessation of tribal work in these Liwas, which are almost purely tribal. The work of the British specialists is well appreciated and valued by the official and educated classes, but it must be understood that specialists alone in the centres of Baghdad, Basra and Mosul lose a large proportion of their utility if an efficient health service is lacking in the remainder of the country, as a large amount of work

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dealt with by specialists in these centres comes from outlying districts where tribal patients first gain confidence in their Liwa doctor, and are thus prepared to travel to one of the centres for operative or special treatment when this cannot be given locally.

Local Officials.

The Director of Public Health, Dr. Hanna Khaiyat, an 'Iraqi and an ex-Turkish official of 18 years' service, is a very able doctor and administrator who stands head and shoulders above other local doctors in 'Iraq. The Health Service is fortunate in possessing his services at this period in which its steady development towards a permanent service, staffed almost, if not completely, by local officials, is an urgent problem requiring sound judgment and in which undue haste would be fatal to efficiency.

The term " local doctor " is rather misleading, as of a total number of 102 non-British doctors practising in 'Iraq, only 42 are of 'Iraq nationality, the remainder being Syrians, Turks, Armenians, Greeks, Persians, etc.

The policy has been strictly followed to fill all Health Service posts with 'Iraq doctors whenever possible, and in Baghdad and Mosul the majority of the local doctors in the Health Service are of 'Iraq nationality.

The trouble experienced in the formation of a permanent service is not so much in the quality of the personnel serving, as in the lack of suitable candidates for further posts in which it is desired to post local doctors.

To render the service in outstations more attractive and to remedy grievances amongst doctors already serving, a cadre and a scheme of grading with higher rates of pay was drawn up by the Director of Public Health which was sanctioned in September, 1924. This scheme has proved a success as far as posts in the large towns are concerned, but in spite of the comparatively high rates of pay provided for posts in outstations it has been found extremely difficult to obtain candidates for these posts, and still more so to obtain applicants who possess any measure of efficiency.

The majority of the local doctors in the Health Service have been serving for the last four or five years and, in general, have worked very well under British supervision and guidance. Some have shown marked ability and every encouragement has been given to these doctors to develop their skill in branches of medicine in which they are particularly interested. At the Royal Hospital two competent surgeons now exist amongst the local staff, who have been trained under the Chief Surgical Specialist. One of these surgeons also shows administrative ability, and acts as Assistant Director of the Royal Hospital. The local assistants to the Chief Pathologist and the Ophthalmic Specialist also show great promise.

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Vital Statistics and Epidemic Disease.

Vital Statistics.

At least three-quarters of the population of 'Iraq, which is approximately 3,000,000, are tribesmen from whom it is impossible to obtain information of births and deaths. Our information is therefore confined to information obtained from the large towns. Even this information is unsatisfactory since only approximate census figures can be obtained even from the largest towns.

Records of deaths are the most correct statistics obtainable, since burial in the cemeteries of the large towns requires production of a certificate of death registration. Birth registration is extremely unsatisfactory and is a legacy of the Turkish régime in which the official records of birth registration were used for conscription purposes, and during which only the poor or the friendless were compelled to register the birth of their male children. Birth registration and conscription officials obtained great profit from their posts and, as a result, a census is still looked upon with suspicion and birth registration is neglected on principle, particularly since the question of the introduction of compulsory service has come under consideration.

The following tables show the deaths registered in Baghdad, Basra and Mosul, during the years 1923 and 1924:—

Registration of Deaths according to Religions and Sexes in Baghdad.

	Mohammedan.		*Jew.*		*Christian.*		*Others.*	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
Baghdad City (Year 1923)	2,417	2,193	422	383	225	155	9	—
	4,610		805		380		9	
Death-rate ..	25		16		25		—	
Population ..	184,000		50,000		15,000		1,000	
Year 1924 ..	2,505	2,233	426	328	237	174	—	
	4,738		754		411		—	
Death-rate ..	25·7		15		27·4		—	

The death-rates per thousand in Baghdad are more dependable than those of Basra and Mosul, as the official census figures for the population of the latter towns are very doubtful, the population of Basra, for example, being undoubtedly larger than the official figure.

It serves no useful purpose to give the official records of births registered in the three large towns, as, with the exception of Mosul, these barely equal or are less than the notified deaths. This is entirely due to bad notification and does not denote a decreasing population.

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Infectious Diseases.

The accompanying tables* show the total notified cases of infectious diseases in 'Iraq during the years 1923 and 1924.

Prior to the British occupation of 'Iraq the only means of transport were by steamship up and down the River Tigris between Basra and Baghdad, a journey that took from a week to a fortnight, by country boats which travelled slowly through all the waterways of the country and slow passage by road, by foot or animal transport. Infectious disease in those days was mainly confined to local outbreaks, which, when occurring in a large town, were sometimes of terrifying proportions, but which were shut off without great difficulty from other parts of the country by closing to all travellers the road and river routes through the infected area. Spread of disease by evasion of controls was slow, owing to the slow means of transport employed, and persons infected in one large town could with difficulty reach another large town before developing the disease.

With the British occupation the transport facilities in the country were greatly developed by the construction of a railway between Basra and Baghdad, along the Euphrates, with extensions from Baghdad to Sharqat, 70 miles south of Mosul, and to Khanaqin, on the 'Iraq-Persian frontier. River traffic also developed with faster steamships and by control of the depth of the Tigris by the Irrigation Department. During the early years of British occupation motor traffic was developing gradually with the improvement of roads and bridges and by the year 1923 thousands of motor cars were engaged in traffic in almost all parts of the country. Prior to the British occupation, communication with other countries was difficult and slow and a journey from Baghdad to Syria or Tehran was a matter of three weeks to a month by the best road transport available. With the advent of the motor car the journey to Syria or to Tehran was reduced to four or five days at the most.

Early in 1923 two routes were opened across the Arabian desert direct to Damascus and by the shorter of these routes the journey from Baghdad to Beirut was reduced to 24 hours. It thus became possible for an infected person within a few hours' motor ride of the 'Iraq railway, in any part of the country, to arrive within 24 hours at Baghdad and to be in Beirut, on a ship bound for Europe, within two or easily three days from his departure from the centre of infection. These routes developed rapidly, and in 1924 a large number of pilgrims proceeded by them to Mecca at such a definite saving of time and money to themselves that it is anticipated that practically the whole of the pilgrim traffic from this country to Mecca will be diverted to this route in the future instead of the sea passage which was formerly used.

This rapid development of transport facilities has greatly added to the difficulties and responsibilities of the Health Service in preventing the spread of infectious disease within 'Iraq and to neighbouring countries.

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* See pages 107–109.

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The easy solution of preventing spread of infectious disease by complete closure of traffic routes was suitable to the Turkish administration, but can no longer be employed in a country which is rapidly developing and whose commerce, the motive power of its development, depends so vitally on the freedom of its traffic routes.

Cholera.

On 2nd August, 1923, three suspected cases of cholera were reported from the Anglo-Persian Oil Company's refinery at Abadan, close to the town of Mohammerah, about 30 miles below Basra on the Persian side of the Shatt al 'Arab, and on 3rd August three cases of definite cholera were reported at Basra amongst coolies working on ships of the British India Steam Navigation Company, who lived in a secluded camp on the river below Basra.

In spite of all precautions the epidemic slowly increased in this area until, by 8th August, 19 cases with 7 deaths had been reported, all outside the municipal area. Suspecting infection from outside sources, enquiry was made from Mohammerah, and the startling information was received that 133 cases with 125 deaths from cholera had occurred in Abadan up to 8th August.

Arrangements were at once made to place a cordon between Abadan, Mohammerah and Basra, to prevent infection spreading by road or river to Basra, but the measure was too late and on 13th August the first case was reported in Basra town. The authorities at Mohammerah did not realise the importance of supplying prompt information to Basra by daily wire in an emergency of this nature and Basra suffered in consequence. Arrangements for mutual notification of infectious diseases between Mohammerah and Basra are now, however, on a much more satisfactory footing. The epidemic in Abadan was of great severity and spread to Mohammerah and up the Karun River to Ahwaz. It lasted roughly six weeks, and in Abadan a total of 961 cases with 911 deaths, in Mohammerah 48 cases with 5 deaths, and in Ahwaz 13 cases with 10 deaths, were reported. Its further progress into Persia could not be followed but it concerns 'Iraq in that fugitives from Abadan were suspected of being responsible for later outbreaks of cholera which occurred in towns of 'Iraq along the Persian foothills and away from the traffic routes of 'Iraq.

On 13th August the outbreak of cholera was definitely established in Basra and by this time the following measures had been put in force :—

(1) Stoppage of pilgrim traffic from the Gulf ports, India and Southern Persia.

(2) Stoppage of third-class passages from Basra by river or rail to other parts of 'Iraq, first and second-class passengers only being allowed to proceed on production of a pass from the Medical Officer of Health, Basra.

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(3) A system of inspection of passengers arriving from Basra at all river or railway stations was introduced, and the export from Basra to other parts of 'Iraq or abroad of articles of food, etc., liable to convey cholera was prohibited.

As a result of the travel routes being still open (although controlled), cases of cholera were reported, first at 'Amara and then at Baghdad, the case at 'Amara being imported by river and the three cases at Baghdad being probably imported by rail. A case was next landed from a river steamer at Kut and then cases began to arrive by river at Baghdad. A segregation camp was promptly opened at the Isolation Hospital, Baghdad, to receive passengers from river steamers on which suspected cases had occurred. The value of this segregation camp was soon apparent when cases developed amongst the passengers so detained.

Measures were then made more stringent and inoculation was made compulsory for all passengers leaving Basra for journeys up country. Arrangements were also made for Health Service personnel along the traffic routes to inspect and inoculate all travellers and to detain any suspicious cases.

From the end of August the progress of the epidemic became too complicated to describe in detail and cases occurred in all the Liwas south of Baghdad. With the exception of a sharp outbreak in the isolated town of Mandali (near Khanaqin, at the foot of the Persian hills), where the infection was probably brought by Persian fugitives from Abadan, all cases were either of infected persons who had travelled direct from Basra, or of persons who were infected by very few passages from cases arriving from Basra, and the disease did not gain a foothold in any other place than Basra. The efforts of the Health Service were very largely directed to save Baghdad from an epidemic, and considering the large number of travellers dealt with, may be claimed to have succeeded.

The small epidemic at Karbala deserves special mention as it was a cause of considerable anxiety.

The water supply of Karbala at that time, early September, was very scarce owing to repairs being carried out on the Husainiya Canal; the canal runs to a dead end in Karbala town and it was feared that the small quantity of water remaining in the canal, from which the majority of the inhabitants obtain their water supply, might become infected and a serious epidemic result.

A still greater danger was the pilgrimage for the festival of the 22nd Shawal (late September) to celebrate which very large numbers of 'Iraqis make the pilgrimage to Karbala from all parts of 'Iraq.

An effort was made to forbid the pilgrimage but this, on political grounds, was considered very inadvisable by the Government, and the Health Service was given carte blanche to

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adopt any measures of prevention short of stopping the pilgrimage. The measures employed were to inoculate as far as possible all the inhabitants of Karbala and Najaf and all pilgrims journeying to these places. An inoculation campaign was carried out in Karbala and Najaf, and inspection and inoculation posts were established on all bridges crossing the Euphrates, at Tuwairij, Musaiyib and Kufa, at three stations on the Baghdad-Hilla road and in Najaf and Karbala. Inoculated persons were given a certificate of inoculation and every traveller between Baghdad and the Holy Cities passing any of these stations was inoculated if he could not produce a certificate of inoculation. To complete the check on pilgrims this scheme was also adopted for passengers between Baghdad and Samarra by road or rail, where a pilgrimage of minor importance was taking place, and where a small outbreak had been reported amongst pilgrims, practically all of whom were also the Karbala pilgrimage. About 44,000 inoculations were done at the Euphrates stations and in Karbala and Najaf, and about the equal number of pilgrims were inoculated at the Baghdad stations and in Samarra.

The effect of the pilgrimage was afterwards seen in dropping cases of cholera at Musaiyib, Iskandariya and Baghdad of pilgrims returning from Karbala, by localised outbreaks amongst tribes in the Diwaniya Liwa along the pilgrim route to Najaf, and in the Dulaim Liwa by small outbreaks at Shithatha and Rahhaliya on the little used route between Karbala and Falluja.

The successful termination of the pilgrimage without a widespread epidemic throughout the country is due in a very large degree to the energetic manner in which inoculation was carried out by those concerned and at the same time affords a very definite proof of the value of these inoculations.

During the whole of the pilgrimage cholera was present in Karbala, and in spite of all precautions such as chlorination of water, strict supervision of food supplies, etc., there is little doubt that very many of the pilgrims were exposed to infection from which, if uninoculated, they would have contracted the disease. About 90,000 persons made the pilgrimage and only a small percentage of them escaped inoculation.

Roughly 300,000 inoculations were done by the Health Service during the course of the epidemic. At the commencement of the epidemic the Health Service had 40,000 doses of cholera vaccine in stock of which a portion was supplied to Abadan and to the British Forces. A large quantity was ordered from India, but it was realized that with an extension of the epidemic there would be an immediate shortage of vaccine, and steps were at once taken to manufacture cholera vaccine on a large scale in the Central Laboratory at Baghdad. The R.A.M.C. strain was obtained by aeroplane from Cairo, and the local strain was also isolated. In spite of lack of apparatus for bulk preparation of vaccines the preparation of vaccine started at 2,000 doses a day and after a while reached a production of 10,000 to 12,000 doses a

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day, which was sufficient with the supply arriving from India to meet all requirements. Two hundred thousand doses of vaccine were manufactured at the Central Laboratory by unremitting work of the Chief Pathologist and his staff.

The success of the preventive measures employed in this epidemic may best be judged by comparison with the epidemic at Abadan. Abadan, with a population not exceeding 6,000, had 961 cases reported, with 911 deaths (the exceedingly high death-rate suggests a large number of unreported cases). Basra, with a population of over 50,000 had only 605 cases reported, with 436 deaths, while the total cases reported in the whole of 'Iraq were 1,640 with 1,100 deaths.

Plague.

The following table shows the reported cases of plague in 'Iraq in the years 1923 to 1924.

Liwa.	1923.	1924.
Baghdad	493	260
Basra	289	111
Hilla	5	82
Kut	—	50
'Amara	—	11
Muntafiq	—	7
Karbala	—	1
Kirkuk	—	1
Total for country	787	523

The epidemic in these two years has not been exceptional, as plague appears yearly in Baghdad and Basra, and each year there are usually a few cases at Hilla or at Nasiriya in the Muntafiq Liwa, probably due to their being large grain centres with close association by rail with Baghdad and Basra respectively. The outbreak in Kut was most probably imported by river from Baghdad or Basra, and in view of the fact that a small epidemic also occurred at 'Amara it seems probable that a river steamer or barge became infected at Baghdad or Basra and that infected rats escaped from it at Kut and 'Amara. The health authorities at Baghdad and Basra exercise a close supervision over river traffic, but in spite of the precautions taken it is impossible to insure that plague infected rats will not occasionally gain access to river boats.

Railway traffic has introduced a fresh factor in the spread of plague in 'Iraq, more especially as it offers a problem that is apparently insoluble by any practical means. The carriage of grain by rail is essential for the commerce of the country, and whatever precautions may be taken for cleansing railway stock it is obvious that it is impossible to prevent rats gaining access to waggons loaded with grain or other food attractive to rats at some part of the loading or shunting operations or during their passage up or down the line. We are therefore faced each year

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with the possibility of local epidemics at all or any of the stations along the railway line, particularly at any large towns where quantities of grain are stored for export. The disastrous epidemic of plague in 1918 at 'Amara, where over 500 cases occurred in a population of 12,000 is an example of an epidemic that may occur under circumstances favourable to its spread in a town which has been free from plague for many years. The possibility of similar epidemics always remains an anxiety to the Health Service and this anxiety is greatly increased by the extension of the railway from Baghdad to Kirkuk and its proposed extension to Mosul. This line is largely built to open up the grain areas of Northern 'Iraq, and it is difficult to imagine any certain means that can be adopted to prevent the carriage of plague-infected rats during the plague season from the endemic area at Baghdad to Kirkuk and to Mosul. The long freedom of these areas from plague raises fears of very serious epidemics if plague gains access to these regions. The only factor that may be favourable to preventing the spread is that the grain traffic from these regions will not commence until late in the plague seasons in Baghdad and that the traffic will be all in one direction so that it should be possible to thoroughly clean the waggons returning empty from Baghdad to the Northern areas. The great value of plague vaccine has been thoroughly proved in 'Iraq in past epidemics and a large stock is always kept in hand against emergencies. It is less popular amongst the population than is cholera vaccination since it produces a far more severe reaction but its value is thoroughly recognized amongst all classes but the most ignorant. There is little difficulty in carrying out a campaign of plague inoculation when sufficient cases of plague have occurred to render the population alive to its danger, but the malaise resulting from the inoculation always deters the majority of the population from accepting inoculation when the first cases occur, and a policy of " wait and see " is generally adopted.

The Medical Officer of Health of Baghdad has strongly urged that plague inoculation be made compulsory whenever plague appears in a town.

The introduction of this measure would undoubtedly save very many lives each year but it would meet with considerable opposition and it is doubtful if the 'Iraq Government would be strong enough to enforce a measure that no other Government in the world has yet adopted.

The advantages of compulsory plague inoculation are obvious; its disadvantages are the following :—

(*a*) The reaction produced by the inoculation which varies from mild fever to severe prostration for two or three days, the average reaction causing marked discomfort. One case has occurred to the knowledge of this Department in Basra in which a man in apparent good health

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died six hours after a plague inoculation from no cause that could be discovered on post-mortem examination. Other deaths within twenty-four hours of plague inoculation are known to have occurred, but in contacts of a case of plague who were thought, most probably correctly, to have already contracted plague. Compulsory inoculation, to have any value in this country, must be either at the very commencement of an epidemic or, even better, a month before the plague season. A complete cessation of inoculations followed the death in Basra recorded above and it is certain that, should a similar death occur as a result of compulsory inoculation, a storm of public opinion would immediately arise that would discredit the value of inoculation and all connected with it and result in the loss of many lives of persons who would otherwise have been inoculated.

(*b*) The protection from a plague inoculation is very strong but only lasts six months, and in endemic areas of plague, such as Baghdad and Basra, it would be necessary to inoculate the whole population each year, since plague is primarily a disease of rats and disappearance of the disease from the human population would have no effect on its presence amongst the rat population.

The epidemics of plague in 'Iraq in 1923 and 1924 are only noteworthy in that two outbreaks of what was apparently pneumonic plague occurred in January of each year amongst the tribes living about forty miles to the north and north-west of Baghdad. Plague pneumonia is not at all uncommon amongst cases of plague treated in the isolation hospital at Baghdad and Basra, but these cases have never been found to be infectious and medical and other personnel in contact with these cases have never been known to contract the disease. In these two outbreaks only tribes living in tents were affected, fifty cases occurring in the first outbreak and forty in the subsequent outbreak.

The outbreaks occurred in January and February of each year, a season when plague considerably diminishes in Baghdad. In each outbreak there was a clear history of a member of the tribe visiting Baghdad and staying in a house where plague had occurred, in the first case in bubonic form and in the second case in pneumonic form. No special or severe outbreaks occurred in Baghdad from these houses, but the infected tribesmen returning to their tribes developed plague on arrival and the disease spread rapidly amongst the tribes, in practically every case in pneumonic form, being apparently highly infectious by direct contact. The winter season on each occasion was cold and wet, approaching conditions in Manchuria. The tribes may be considered as less resistant to plague than the townsmen, which may be put forward as a reason for the spread of the disease. The spread of the disease must have been from mouth to mouth in practically every case as the presence

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of rats can be excluded and fleas are very few in number at that period of the year. Regarding the theory that the virulence of plague could have been enhanced by passage through an animal other than the rat, there is a possibility that jerboas or jerbile inhabiting the camp may have been infected, but again there is no evidence that this took place. The outbreak ceased on each occasion with the onset of warm dry weather, although the flea season had begun. These outbreaks are of very great interest in view of the opinion that is gaining ground that pneumonic plague is a different disease from bubonic plague, as they would seem to suggest that the difference is due to a change of virulence and not to distinct varieties of plague bacilli.

Smallpox.

This disease is endemic in 'Iraq and throughout the year there is a steady notification of cases from all parts of the country.

The disease is always present amongst the tribes, spreading from one to another with varying severity, appearing from time to time in epidemic form in some of the larger towns where prompt measures of isolation and vaccination are usually successful in preventing its spread.

A Vaccination Law exists which gives powers for compulsory vaccination but the law is extremely difficult to enforce. Vaccination is thoroughly appreciated by the general public and even the least civilized tribes recognize its value.

Over 80,000 vaccinations were performed by Health Service officials during 1923 and more than that number in 1924 (completed figures are not yet to hand). Though appreciative of vaccination, the general public are careless and lack initiative to bring their children for vaccination, they have also superstitions that in certain seasons only should vaccination be performed, and the Health Service is further handicapped in its vaccination campaign in the large towns through unsatisfactory notification of births.

Eight travelling vaccinators were sanctioned on the Health Service cadre for 1924 and were obtained by the end of the year. A great improvement in vaccination amongst the tribes is expected from the employment of these vaccinators.

One thousand six hundred and ninety-two cases of smallpox were notified in 'Iraq in 1923 and 1,862 cases in 1924.

Measles.

This disease is always present in some part of the country.

The 487 reported cases in 1923 represent average notifications, and 1924, with 1,347 reported cases, may be regarded as an epidemic year.

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Typhus.

Twenty-seven cases were reported in 1923 and nine in 1924. These cases are mostly reported from Baghdad and are attributable to pilgrim traffic from Persia where typhus is prevalent.

Enteric Group Diseases.

One hundred and fifty-eight cases were reported in 1923 and 134 cases in 1924. The majority of these cases were reported from Baghdad.

Enteric Group diseases occurring in 'Iraq are fortunately not very severe, as a general rule, in their course and in comparison with neighbouring countries, such as Syria, Palestine and Egypt. 'Iraq is comparatively free from them. Cases are rarely reported, from the tribes and the disease is not very common amongst them, at least in a form that calls for recognition.

Tuberculosis.

There is a progressive increase in the number of cases reported yearly of this disease, the total cases reported during the last four years being :—

1921	1922	1923	1924
178	398	503	819

Opinions of civil surgeons have been obtained to account for this increase, and the general opinion is that the increase is only apparent and is accounted for by better notification of cases and increased confidence in medical institutions which results in more and more cases presenting themselves for treatment from amongst the tribes. This opinion is accepted with reserve, as it is also possible that a proportion of the increase is actual and is due to a lower standard of living now that the population have lost the free flow of money that came to them from the British Government during and after the war, and are now resuming their harder but more normal existence.

Anthrax.

This disease exists in 'Iraq and from time to time occasions epidemics of varying severity amongst sheep and cattle. The disease is of importance in that it necessitates disinfection of wool in countries importing this commodity from 'Iraq. Medical officers are fully alive to the importance of furnishing all possible information, and it is a matter of interest that, although the disease is common amongst animals in 'Iraq, it is comparatively uncommon amongst the tribes who live in close contact with them.

But if infrequent, the disease in man is well known amongst the tribes ; in its form of malignant pustule it has a special name, and a stereotyped treatment is employed in which the carbuncle is surrounded by a wall of dough, the centre of which is filled with gunpowder and lighted, the process being repeated until the burning gunpowder produces pain, after which the burned area

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is left to heal. This treatment is often efficacious. Experience of cases treated in Health Service institutions suggests that the form of anthrax in this country is of very low virulence as they practically all recover with serum treatment. The Director of Veterinary Services also remarks a low virulence of the disease amongst animals.

Schistomiasis.

Bilharzia disease is the only known variety of schistomiasis in 'Iraq, where it is probably the commonest disease amongst the population, though it figures to a very small extent in Health Service records of admissions to hospital or of treatment of out-patients.

The disease is widely spread throughout the country from the level of the Diyala, Baghdad and Hilla Liwas southwards to the Persian Gulf and is present in all localities along the Tigris and Euphrates where cultivation is maintained by flow irrigation. A focus also exists in 'Arbil town, but the 'Arbil Liwa and all the other northern Liwas are free from the disease. It may be roughly estimated that 90 per cent. of the population of southern 'Iraq live in localities where they are exposed to infection from bilharzia, and it is further estimated from investigations carried out by the Health Service that the incidence of the disease in these localities varied from a minimum of 20 per cent. of the population of some areas to practically 100 per cent. in the worst areas. In the Diwaniya Liwa, for example, about 80 per cent. of the entire population are considered to be infected and in parts of that Liwa it is an accepted local fact that all the local inhabitants pass blood in their urine and would consider it abnormal should they not do so. The disease is very prevalent in the Muntafiq Liwa, in the marshes around the Hammar Lake, in the Huwaizah marshes and in the palm belt stretching along the Shatt al 'Arab from Qurna past Basra to the Persian Gulf.

Investigations made by Dr. A. H. Hall, late of the 'Iraq Civil Health Service, afford the basis for the above statement of the prevalence of the disease at Diwaniya. The following statistics collected by Dr. Hall, show the incidence of the disease in the population of Basra :—

	Total Persons examined.	*No. found infected.*	*Percentage infected.*
Session 1920–21.			
Government Schools ..	222	140	63
American School ..	65	31	48
Jewish School	50	8	16
Session 1921–22.			
Government Schools ..	158	72	47
American School ..	122	53	43
Jewish School	94	27	29
Civil Jail (adults) ..	30	10	33

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The Civil Surgeon of the Muntafiq Liwa reports that of over 1,000 routine examinations of urines of patients admitted to hospital for all diseases, 27 per cent. contained the ova of bilharzia, while 70 per cent. contained blood, the most probable origin of which must have been bilharzia infection.

Treatment is available at all Health Service institutions, but the problem remains unsolved for the moment. The local inhabitants do not regard bilharzial infection as a disease; at most he regards it as a minor inconvenience, and he only attends hospital when, as a result, he suffers from anæmic debility, pyogenic infections of the bladder, vesical, urethral or renal calculi, with their complications of hydronephrosis, pyonephrosis, peri-urethral abscess, stricture, etc. The tribes are indifferent and, even when suffering from moderately severe complications, regard a long course of antimony tartrate injections as more bother than the cure is worth, so that it is extremely difficult to persuade a tribesman to submit to a complete course of treatment. The uneducated townsman is almost equally indifferent and even the educated classes, while realizing the importance of treatment, are slack in completing a full course.

Malaria.

About 45,000 patients are treated yearly for malaria in Health Service institutions in 'Iraq. This represents but a small fraction of those suffering from the disease and in very few cases is the treatment afforded anything but palliative. The distribution of malaria in Southern 'Iraq roughly corresponds with that of bilharzia disease. In addition to its wide distribution in the southern part of the country, it is even more common and more severe in its effects in the submontaine area along the whole of the hills bounding the north-east and northern frontiers of 'Iraq.

Anti-malarial measures are expensive and in the majority of areas are impossible, since removal of conditions which produce malaria would in those areas also remove the conditions on which the inhabitants depend for a livelihood. For instance, drainage of the marsh areas would ruin rice cultivation, and closure of the myriad small creeks in the Basra area would destroy the date industry, on which practically the whole population depends for its living. Accepting that it is impossible to remove the source of malaria in the greater part of the country, it is essential to concentrate anti-malarial measures on provision of facilities for treatment. The necessary institutions exist for treatment but their activities are limited by the amount of quinine that the Government can afford to distribute. Taking the low estimate that 20 per cent. of the population of 'Iraq are infected with malaria, we arrive at a figure of 600,000 persons who require curative or palliative treatment each year. For curative treatment an average course of 2 ozs. of quinine per patient would be required, while for palliative treatment of occasional attacks of

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fever an average expenditure of ½ oz. of quinine per patient would be necessary each year. The provision of quinine for palliative treatment only of the infected population of 'Iraq would require at least 20,000 lb. of quinine yearly. The present price of quinine in 'Iraq obtained through the cheapest possible source is Rs.33.4 per pound. The cost of quinine for palliative treatment of the population would, on these figures, be Rs.60,00,000 per annum, a sum that it is impossible to provide from the limited budget of the Health Service.

During the years 1923 and 1924 a total quantity of 6,900 lb. of quinine was distributed from Health Service institutions at a total cost of approximately Rs.2,30,000. Were the money available there would be little difficulty in distributing the quinine as its use is well appreciated in all the malarious areas.

The notified cases of malaria in 1923 followed the usual course in which a rise occurs in May continuing to a maximum in July and falling, with a slight rise in November, to a minimum in December and January, 36,087 cases in all being reported. The incidence of malaria is noteworthy because of a very marked rise of cases in September, October and November in all districts, so that the autumn rise in most districts equalled and even exceeded the early summer rise. This is so great a departure from normal as to deserve the title of an epidemic. The epidemic was investigated by the Health Service and the result of the investigation suggested that, although there was an actual increase in the number of cases of malaria, the increase was due to an epidemic of a mild febrile disease resembling influenza that apparently had the effect of determining or aggravating an attack of malaria in malaria carriers and possibly of rendering a healthy individual more susceptible to infection by the malaria parasite. The reported outbreaks of " malaria " on two P. and O. steamships, bound from India to the United Kingdom, in September and October last, followed by an outbreak of influenza this winter in England, are very suggestive that the 'Iraq epidemic of malaria was of a similar nature.

Leprosy.

This disease is widely spread throughout 'Iraq, but fortunately shows a light incidence. Twenty-two cases were notified in the whole country during 1924, and it is a safe estimate that the total cases in 'Iraq do not exceed 300. Of 45 cases of leprosy (including cases notified in previous years) attending the Isolation Hospital, Baghdad, during 1923 and 1924, 23 were Arabs (mostly from tribes), 11 were Kurds and 12 were Persians. Cases treated at Basra give a percentage of 50 per cent. Arabs (tribesmen) and 50 per cent. Persians.

There is always a floating population of lepers in Baghdad and Basra owing to the fact that in 'Iraq, as in other Eastern countries, the leper is an outcast amongst his fellow men. In the tribes they are made to live apart, and it is not a matter for

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surprise that numbers of lepers leave these unhappy surroundings and drift into the large towns where their presence is more tolerated or less noticed, where they may earn a living or exist on charity, and where they may receive free medical attention in hospital. In spite of the presence of this floating population of lepers in the large towns, it is rare that a case of leprosy occurs that can be traced to an origin in one of them.

The establishment of a leper colony has been considered, but its cost is a drawback and the compulsory segregation of individuals of different tribes, races and religions presents almost unsurmountable difficulties.

Work of Health Service Institutions.

With the exception of the Mir Elias Hospital (of 100 beds) in Baghdad, which treats Jewish patients, and three municipal dispensaries in Baghdad, the whole of the public hospitals and dispensaries in the country are maintained by the 'Iraq Government through its Health Service. This is in very marked contrast with Palestine, where two-thirds of the lavish medical facilities afforded to the public are by charitable institutions of Christian or Jewish foundation. Though 'Iraq is a holy country to a large section of the Mohammedan world, it unfortunately does not attract charitable endeavour to a great extent, and the only existing charities are in the hands of Waqf which devotes them to religious purposes. 'Iraq is thus unfortunately placed compared with most other countries in that the entire cost of public medical facilities falls upon the Government.

The accompanying table shows the patients treated during 1923 and 1924 in Health Service Institutions in the various Liwas of 'Iraq.

Liwas.	1923.		1924.	
	Total In-Patients.	Total Out-Patients.	Total In-Patients.	Total Out-Patients.
Baghdad	4,805	413,887	5,925	469,106
Basra	3,205	94,857	2,914	109,423
Mosul	2,267	77,087	2,553	74,006
Amara	190	22,589	244	31,873
'Arbil	355	28,371	279	27,758
Diwaniya ..	204	40,616	448	61,205
Diyala	365	26,583	379	26,751
Dulaim	—	8,768	—	22,793
Hilla	390	34,630	397	45,320
Karbala	202	25,119	258	60,262
Kirkuk	527	60,058	458	77,301
Kut	443	28,899	156	15,314
Muntafiq	679	24,840	1,261	40,131
Kurdistan ..	—	—	130	9,643
	13,632	886,904	15,502	1,070,886

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There is little limit to the work that can be undertaken by existing dispensaries, and the record of nearly a million attendances of over 300,000 new patients per annum shows the very valuable work done by these institutions.

The work of Hospitals which admitted 13,632 patients in 1923 and 15,502 patients in 1924 is equally good, but could be greatly extended if more money were available. Hospital work is also hampered by a certain number of incurable poor patients without relatives, who fill beds that could be otherwise better employed. The majority of these are Persians and at any time there are probably at least ten infirm Persians in the Baghdad hospitals whom the hospital authorities do not know how to dispose of.

Surgery.

The first-class hospitals in Baghdad, Basra and Mosul do a large number of major operations in the course of a year, the figures for 1923 and 1924 being as follows :—

	Baghdad.	Basra.	Mosul.
1923	484	764	488
1924	1,841	792	621

In addition a number of major operations are performed in Liwa hospitals, but practically only in hospitals under the charge of British doctors.

Ophthalmic Work.

This constitutes a very important branch of the work of all Health Service Institutions. Two ophthalmic specialists are employed; the Chief Specialist is posted in Baghdad and the second in Basra. Eye work in Baghdad is well organised. A central eye department exists at the Royal Hospital for out-patients and in-patients and under the charge of the eye specialist are four Trachoma Centres attached to municipal health centres. In these centres in 1923 a total of 9,721 new cases came for treatment, with a total of 157,928 attendances. In 1924 these numbers rose to 16,838 new cases with 188,632 attendances.

It is estimated that 80 per cent. of the population of Baghdad have trachoma, and a very large proportion of these sustain permanent damage to their sight.

X-Ray and Electrotherapy.

A well-equipped X-Ray Institute exists at the Royal Hospital which does work of the highest standard. Apparatus for all forms of electrotherapy are provided, and the Institute is an invaluable aid in the scientific diagnosis and treatment of cases that come from all parts of the country. X-Ray apparatus are installed at the hospitals at Basra and Mosul, and an apparatus is in process of installation at Kirkuk.

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Chemical Examiners Department.

This is installed at the Royal Hospital; it is in close touch with the other special departments for advice and co-operation on medical matters requiring expert chemical knowledge, particularly on the many medico-legal cases that are referred to Baghdad for report, from all parts of the country. About one half of the work of this Department is in connection with the engineering requirements of the Public Works Department and Railways. In 1924 the 'Iraq Railways provided an assistant to the Chemical Examiner and, now that he is free from the majority of his routine work, it is proposed that he devote a large part of his time to a complete investigation of building materials in 'Iraq, such as bitumen, bricks, gypsum, etc., with a view to their improvement and economic employment.

Pathological Laboratories, Anti-Rabic Institute and Vaccine Lymph Institute.

All hospitals and certain of the larger dispensaries have laboratory facilities varying from the provision of microscopes, simple apparatus and stains for routine examination of blood and other material, to the provision of fully equipped laboratories capable of dealing with any branch of pathological or bacteriological investigation.

A second-class laboratory is installed in the Maude Memorial Hospital, Basra, for hospital requirements and for bacteriological investigations in connection with port health work.

A first-class laboratory is installed at the Royal Hospital in Baghdad for the hospital requirements and for expert examination of pathological material from all institutions in the country, when special investigation is required. This laboratory is under the charge of the Chief Pathologist, a highly qualified and very competent specialist, who also has charge of the Anti-Rabic and Vaccine Lymph Institutions of 'Iraq which are situated in the grounds of the Royal Hospital. The laboratory is well equipped and is dealing now with almost more work than the staff can cope with. A large amount of the work is routine work and, though the Chief Pathologist finds time for minor investigations, such as on the pathology of bilharzia disease, and serological diagnosis of hydatid infections, it is obviously impossible for him to tackle the larger investigations, on bilharzia disease, malaria, ankylostomiasis, leprosy, plague, etc., for which this country offers so large a field, and which he is well qualified to undertake.

These investigations are a question of time, money and personnel, and every effort will continue to be made by the Health Directorate to provide the necessary facilities for increasing the work of this Laboratory. The remarkably good work done by the Chief Pathologist and his staff in the emergent production of 200,000 doses of cholera vaccine has already been noted in this report.

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Anti-Rabic Institute.

During 1923 the Anti-Rabic Institute was removed from its old site at the Central Laboratory into the one at present occupied in the grounds of the Royal Hospital.

During 1923 a total of 190 persons reported at the Institute for investigation and treatment, 204 reported during 1924. These figures include both civil cases and members of the British forces.

Rabies is widely spread in 'Iraq and cases of dog, jackal, wolf bite, etc., present themselves in a steady stream throughout the year. The disease is recognized by the Arabs as incurable by their own methods and little persuasion is required by civil surgeons to induce Arabs, bitten by rabid animals, to proceed to Baghdad for treatment.

Vaccine Lymph Institute.

This institute was transferred in 1923 from 'Amara to Baghdad where it came under the charge of the Chief Pathologist, who at the same time took over from Civil Medical Stores the issue of all sera and vaccines for medical institutions in the country. It is of interest that the Persian Government occasionally asks the assistance of this Institute for supplies of these preparations.

Vaccine lymph, as issued by the Vaccine Lymph Institute, is a glycerinated lymph of very good potency. Lanolinated lymph is not prepared.

The following is a résumé of the lymph production for the year 1923 :—

Number of calves vaccinated	59	
Number of calves vaccinated with success	58	
Average yield of lymph pulp per calf ..	30	grammes.
Number of doses of vaccine manufactured	276,850	
Number of doses of vaccine issued ..	71,436	

PRACTICE OF PHARMACISTS.

The School of Pharmacy in Baghdad has now been in existence for five years and each year turns out ten or twelve well qualified pharmacists. The course in pharmacy is held under the direction of the Civil Medical Storekeeper, a well qualified British Pharmacist, and the teaching in pure chemistry is done by the Chemical Examiner. Pharmacists qualified in this school generally possess a far better knowledge of their profession than the majority of the local pharmacists who qualified in Constantinople under the Turkish régime.

The practice of pharmacy has for many years required regulation and in 1923 a Pharmacy Law was passed which after a year's experience was amended at the end of 1924. A Wholesale Druggists Law was also passed at the end of 1924. These laws, which

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retain some of the special provisions of the old Turkish laws, fulfil a very useful purpose and give very satisfactory powers to control the sale of drugs and poisons.

Advantage was taken of the passage of the Wholesale Druggists Law to reserve the importation of cocaine, novocaine and similar drugs for the 'Iraq Government, from which it may be purchased, in quantities sanctioned by the Health Directorate, by registered pharmacists. Apart from smuggling, the Government can now exercise a very satisfactory control over the cocaine traffic.

Venereal Disease and Prostitution.

Venereal disease is very common in 'Iraq amongst all classes of the population, both in the towns and amongst the tribes. The following table shows the total numbers of in-patients and out-patients treated for venereal diseases in all Civil Health institutions during the years 1923 and 1924 :—

1923.

	Gonorrhoea.	*Syphilis.*	*Soft Chancre.*	*Other Diseases.*	*Total.*
In-patients ..	343	680	22	45	1,090
Out-patients ..	3,131	4,025	484	—	7,640
Total treated ..	3,474	4,705	506	45	8,730

1924.

	Gonorrhoea.	*Syphilis.*	*Soft Chancre.*	*Other Diseases.*	*Total.*
In-patients ..	330	521	21	54	927
Out-patients ..	3,001	4,812	307	—	8,120
Total treated ..	3,331	5,333	328	54	9,047

Private practitioners also treat a very large number of cases of venereal disease in the large towns, and there is little doubt that the cases of venereal disease treated in Government institutions represent but a small proportion of the total cases of venereal disease in the country. One reason for this, is the fact, remarked upon by most medical officers in 'Iraq, that gonorrhoea and syphilis, more especially the latter, appear to be far milder in their manifestations amongst the local population than is the cases with these diseases amongst a European people. For example, tertiary forms of syphilis are infrequently met with in hospital practice, severe tertiary forms are very rare and locomotor ataxia is very uncommon.

Our best index as to the prevalence of venereal disease is obtained from the gynaecological departments of the hospitals where the large number of respectable women, who attend for maladies the result of infection with venereal disease by their husbands, show how widely spread venereal diseases are amongst the local population.

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Prostitution

Nothing has been done within the last two years to cope with this problem. The position at present is that a certain number of prostitutes are officially recognised or tolerated in the large towns, and that these prostitutes are subject to periodical examination by officials of the Health Service. The matter is dealt with differently in each town according to the opinions of the local municipal authorities.

Basra.—All prostitutes are compelled to live in a large brothel area, and all brothels and prostitutes must be registered. All prostitutes are compelled to report twice monthly for inspection at this hospital, where free treatment is provided and where seriously infected prostitutes are detained. Prostitutes infected with syphilis are compelled to cease practising until a stage in their treatment is reached when they may be considered non-infective. Prostitutes suffering with gonorrhoea are not compelled to cease practice but willingly attend for treatment. Every brothel is compelled to provide an ablution room for clients, where mercury ointment and a permanganate douche is provided. The ablution rooms are well lighted, and a notice in four languages for preventive use of the ointment and douche is prominently displayed. The policy adopted in Basra is, that all prostitutes should be considered as infected, that the client deals with them at his own risk, and that all that can usefully be done is to ensure that preventive remedies are available to lessen as far as possible the risk to the client. Experience in Basra shows that forbidding practice only drives the women to secret prostitution, and to the establishment of hidden brothels in the town.

Of 270 registered prostitutes examined at Basra, 250 were found to be infected with venereal disease. The question of replacing these with clean women was considered, but after examining a large number of proposed replacements from Persia and elsewhere, it was found that they were equally infected. After consideration of the point that, even if clean prostitutes could be obtained, they would mostly become infected from their clients within a very short time, it was decided to drop the matter and to concentrate on methods of prevention since it was obviously impossible to abolish prostitution.

Baghdad.—Only 240 prostitutes are registered in Baghdad, who live in a brothel area on much the same conditions of inspection, treatment, preventive remedies, etc., as those in Basra. The brothel area is too small in Baghdad, and the large majority of prostitutes live secretly outside the brothel area. Compulsory treatment by detention in hospital and a system of certificates of freedom from infection existed early in 1923 in Baghdad, and was the cause of much abuse through the dishonesty of minor officials, and even certain local examining doctors were not entirely free from the suspicion of selling

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certificates of freedom from infection. The taint of these practices still remains, and prostitutes still regard the brothel area with suspicion and avoid by all possible means living there.

Mosul.—About 80 prostitutes are registered in Mosul, and live in an enclosed brothel area with a small hospital there for their treatment and inspection. Prostitutes are compulsorily detained in hospital for treatment, and it is probable that a fair percentage of these prostitutes are really free from infectious disease. A large number of prostitutes practise secretly and uncontrolled in the town.

Other Towns.—Most of the larger towns possess a few known prostitutes, who are inspected regularly by the local medical officers, who forbid them to practise when they are found to be infected and who treat them when necessary.

Municipal Health Departments.

All municipalities in 'Iraq, however small, possess a sanitary service of sorts, varying from the maintenance of a few town sweepers to the maintenance of large departments which in competence and scope of their activities compare very favourably with British municipal health departments in towns of similar size.

The three principal municipal Health Departments are those of Baghdad, Basra and Mosul. These were all organized by British doctors immediately after these towns came into British occupation. The Baghdad and Basra departments are modelled very closely on the British pattern and comprise conservancy departments, sanitary departments, registration of births and deaths, infant welfare centres, supervision of water purification, prostitutes' hospitals, disinfection centres, training of midwives, etc. These two departments are very efficient and do valuable work.

The Mosul Health Department is not so satisfactory as the Baghdad and Basra Departments, since the old Turkish system is more closely followed and the Department suffers greatly from municipal interference, such as by letting conservancy out to contract, and the maintenance of certain useless institutions to provide posts for favoured individuals. Still, even the Mosul Department serves a useful purpose and the Health Directorate is slowly extending its powers of control over it. In other towns the health departments are under the close supervision of Liwa Civil Surgeons, whose advice is generally gratefully accepted by the municipalities.

The three Health Departments of Baghdad, Basra and Mosul form very important links in the chain of the quarantine service in the prevention of spread of infectious disease.

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Quarantine Service.

The only purely quarantine institutions in the country are the Quarantine Station at Khanaqin and the Port Health Department at Basra which has a quarantine station attached for use in case of need.

In Turkish times, owing to lack of medical facilities, a large number of quarantine institutions were necessary in which the personnel was idle for the greater part of each year. Under present arrangements, all medical institutions and personnel play their part in the combat of epidemic and in the control of pilgrimages to very good effect, as will be seen from the report of the 1923 cholera epidemic.

Pilgrim and Corpse Traffic.

The control of pilgrims and the transit of corpses for burial in the holy cities of 'Iraq constituted the greater part of the activities of the Turkish quarantine service in 'Iraq and is fully described in the report of the International Sanitary Commission on the Turco-Persian Frontier, which visited 'Iraq in 1913–14. This traffic still exists, but as a result of the war and of internal unrest or changed economic conditions in Persia, it has not yet resumed its pre-war level. The average pilgrim traffic through Khanaqin before the war was 37,000 each year. On resumption of the traffic the numbers were low, but rose to over 10,000 in 1923. The numbers fell in 1924 to 2,800. Apart from economic causes for this reduction, there is every reason to believe that the Persian Government, for political reasons, has been throwing great difficulties in the way of pilgrims from Persia to 'Iraq. Now, however, that these reasons have been removed, it seems probable that pilgrim traffic will begin to resume more normal figures. The Quarantine Station at Khanaqin is well fitted to cope with any numbers of pilgrims that can be expected, even in excess of the highest recorded Turkish figures of 64,840 in 1905–6.

A system of passes for pilgrims is under consideration.

A Corpse Traffic Law was passed at the end of 1924, which gives very satisfactory control.

The diversion of the Mecca pilgrimage from the sea route to the overland route has already been dealt with in this report.

Dangerous Drugs.

The practice of opium-eating is well established in 'Iraq, more especially in the centres of Persian influence, such as Baghdad and Basra, and the pilgrim centres such as Karbala, Kadhimain, Najaf, etc., where the more pernicious practice of opium smoking (also Persian origin) can also be indulged in. The Arab tribes employ opium more for its medicinal qualities than for vicious reasons. The practice of taking morphine was well established

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amongst the effendi classes in the large towns before the war and appears to be growing as a result of both Persian and Turkish influence. It is a matter for regret that the cocaine habit is also taking hold amongst the educated classes in 'Iraq. It is well established in Persia and for a few years after the war illicit traffic in cocaine was largely confined to Persians who bought cocaine in 'Iraq to sell at a great profit in Persia. During the last two years many 'Iraqis have taken up the habit and it is feared that, unless an effective control can be exercised over the traffic, the habit will become even more of a curse in 'Iraq than it is in Europe. As a result of the recent Pharmacy Law and Wholesale Druggists Law, satisfactory control now exists over this traffic through the medium of doctors and pharmacists, but it is feared that it will continue to a very large extent by smuggling from Syria, a practice which is very difficult to control.

Medical and Dental Practice.

With two exceptions, all the private medical practitioners in the country have settled in Baghdad, Basra and Mosul. In Baghdad the rapidly increasing numbers of private doctors is becoming an acute problem, as it is becoming increasingly difficult for many of them to earn an honest living from the practice of their profession, and there is no doubt that the standard of medical practice is suffering in consequence. Charlatanism and other questionable methods of exploiting the patient are now beginning to be employed and strong grounds exist for the suspicion that criminal malpractice is far more frequent than was formerly the case. The cause of this condition of affairs is the huge influx of doctors which is taking place to 'Iraq from Syria, where a large number of poorly qualified doctors are being turned out each year on a country that has already far more doctors than it needs. The competition of the universities in Syria, which have lowered their standards to attract students, appears to be the reason for this wholesale production of doctors, who, now that Turkey is closed to them, have no outlet but to exploit 'Iraq.

In 1923 the practice of dentistry was regularised by the issue of Regulations for Dental Mechanics. The question of dressers and *hakims* was also dealt with by regulations which forbade the independent practice of dressers and forbade entirely the practice of *hakims*. The position in the three large towns is satisfactory, but it is still necessary to wink at the practice of *hakims* in certain other towns, especially the religious centres.

The country suffers from a lack of trained midwives, but though the prospect of ever obtaining a sufficiency is very poor, a considerable improvement has been effected in the work of local midwives in the three large towns, and in most of the Liwas headquarters there are now one or two local midwives who are trusted by the Civil Surgeons as being fairly clean in their methods.

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A Law of Medical Practice in 'Iraq, which better regulates the practice of doctors, dentists, dental mechanics, vaccinators, dressers, midwives and nurses, is awaiting sanction.

Water Supplies.

Piped water supplies exist in the towns of Baghdad, Basra, Mosul, Amara, Nasiriya and 'Arbil. With the exception of Baghdad, where a bad and inadequate piped supply existed before the war, all these water supplies have been installed since the British occupation. The Baghdad supply is the least satisfactory of these, but a scheme for its complete reorganisation was sanctioned in 1924, and the work is now in hand.

Railway Medical Service.

This has been reorganised during the period under report, and consequent on changes of distribution of railway personnel and departments, will be again reorganised to a certain extent during the coming year.

It was organised into two independent districts, north and south, under two medical officers. The future organisation will be a medical officer in charge of the Railway Hospital at Baghdad, which will be the central hospital for all railway personnel, and a medical officer in charge of the entire sanitation of railways throughout the country, who will also maintain and supervise the work of the small railway hospital at Basra and all railway dispensaries outside Baghdad. The entire cost of the Railway Medical Service is borne by Railways, its medical officers are on deputation from the Health Service, and the Inspector-General acts in an advisory capacity on general questions and all questions concerning Health Service personnel.

The Railway Medical Service is efficiently run and plays an important part by co-operating with the Health Service in the combat of epidemic disease.

Civil Medical Stores.

The Civil Medical Stores continue to fill a very useful purpose in supplying all Health Service Institutions with medical and surgical supplies. In addition it supplies a large quantity of medical supplies for 'Iraq Levies and for the 'Iraq Army. This department is very efficiently and economically run. Practically all purchases of material are made through the Crown Agents, and the articles obtained are cheap and of excellent quality. Overhead costs of the stores are 6 per cent. of the value of the material handled. Considering the very large number of articles stored and the differing conditions necessary for their preservation and storage, this is a very satisfactory figure.

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British Forces in 'Iraq.

This report would be incomplete without mention of the very cordial spirit of co-operation that exists between the Civil Health Service and the Medical Services of the British Forces in 'Iraq.

The Health Service has to thank the Air Officer Commanding the British Forces in 'Iraq for facilities of air transport readily afforded on several occasions for its personnel on occasions of urgency, and during the cholera epidemic, when cultures for manufacture of vaccines were brought by air from Cairo; also for ambulance facilities by sea for sick officials invalided from Iraq.

The British Forces, on their part, are grateful for assistance afforded by the Civil Health Service of the nature of service of specialists, laboratory facilities, provision of medical stores and vaccines in emergency and for treatment of their personnel by Health Service medical officers in Liwas where no Military Medical Service is available.

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Incidence of Infectious Diseases in 'Iraq during the Year 1923.

Liwas.	Cerebro-spinal Meningitis.	Chicken-pox.	Cholera.	Diphtheria.	Influenza.	Measles.	Plague.	Relapsing Fever.	Scarlet Fever.	Smallpox.	Typhus.	Anthrax.	Enteric Group.	Leprosy.	Mumps.	Puerperal Fever.	Tetanus.	Tuberculosis.
Baghdad ..	10	11	175	24	—	175	493	—	1	223	22	3	99	17	5	5	—	147
Basra ..	2	8	605	1	4	27	289	—	—	104	3	1	17	3	7	3	1	60
Mosul ..	—	—	—	—	—	—	—	—	—	35	—	1	12	—	—	—	—	43
'Amara ..	—	1	200	—	—	—	—	—	—	63	—	—	—	3	—	—	—	81
'Arbil ..	—	—	—	2	—	1	—	—	—	418	—	—	1	—	7	—	—	13
Diwaniya ..	—	—	5	—	—	—	—	—	—	435	—	—	—	1	—	—	2	18
Diyala ..	—	2	208	—	—	10	—	—	—	64	—	—	—	—	—	—	—	13
Dulaim ..	—	—	25	—	—	—	—	—	—	3	—	—	24	—	—	—	2	7
Hilla ..	1	2	19	—	—	8	5	—	—	20	—	—	—	1	2	—	1	48
Karbala ..	—	1	163	—	—	10	—	—	1	209	2	—	—	—	—	—	—	8
Kirkuk ..	—	—	—	—	—	—	—	1	—	44	—	—	4	—	19	—	1	—
Kut	—	—	62	—	9	253	—	—	—	65	—	—	1	—	—	—	—	3
Muntafiq ..	—	1	178	—	—	3	—	—	—	9	—	6	—	—	18	1	2	62
Total, 1923	13	26	1,640	27	13	487	787	1	2	1,692	27	11	158	25	58	9	9	503
Total, 1922	12	56	—	43	10	87	685	—	7	1,862	48	6	104	42	229	39	14	398
Total, 1921	26	90	—	20	10	605	137	3	2	475	61	*	87	25	92	*	*	178

* Not specified.

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Incidence of Infectious Diseases in 'Iraq during the Year 1924.

Liwas.	Cerebro-spinal Meningitis.	Chicken-pox.	Cholera.	Diphtheria.	Influenza.	Measles.	Plague.	Relapsing Fever.	Scarlet Fever.	Smallpox.	Typhus.	Anthrax.	Enteric Group.	Leprosy.	Mumps.	Puerperal Fever.	Tetanus.	Tuberculosis.
Baghdad ..	12	10	—	18	—	422	260	—	1	104	6	—	75	13	15	9	2	214
Basra ..	1	2	—	—	—	38	111	—	—	189	1	2	7	4	5	—	1	82
Mosul ..	1	1	—	6	—	386	—	—	—	8	—	—	18	—	7	—	—	119
'Amara ..	—	—	—	—	—	—	11	—	—	22	—	—	6	1	6	—	—	23
'Arbil ..	—	—	—	2	—	1	—	—	—	1	—	—	5	—	13	—	—	11
Diwaniya ..	—	20	—	—	8	8	—	—	—	15	—	1	2	—	2	1	1	18
Diyala ..	—	1	—	1	—	67	—	—	6	10	—	—	2	—	14	—	—	48
Dulaim ..	—	—	—	—	—	228	—	—	—	13	—	—	4	—	1	1	2	8
Hilla ..	—	1	—	—	—	13	82	—	3	6	1	1	12	—	48	8	—	108
Karbala ..	—	—	—	—	—	12	1	—	—	2	—	—	1	—	2	—	—	95
Kirkuk ..	—	—	—	—	—	40	1	—	2	10	1	—	1	—	—	—	—	10
Kut	—	3	—	—	—	151	50	—	—	58	—	—	1	4	7	—	—	13
Muntafiq ..	—	3	—	3	—	8	7	—	—	21	—	—	—	—	25	—	—	70
Total, 1924	14	41	—	30	8	1,374	523	—	12	459	9	4	134	22	145	19	7	819
Total, 1923	13	26	1,640	27	13	487	787	1	2	1,692	27	11	158	25	58	9	9	503
Total, 1922	12	56	—	43	10	87	685	—	7	1,862	48	6	104	42	229	39	14	398
Total, 1921	26	90	—	20	10	605	137	3	2	475	61	*	87	25	92	*	*	178

* Not specified.

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Outbreaks in 1924 :—

Baghdad Liwa.—Measles, plague and smallpox occurred in spring. Tikrit—measles, July and August.

Mosul Liwa.—Smallpox, Artrush, in March ; measles in spring ; enteric (tribal), March.

'Amara Liwa.—Measles (tribal), April ; smallpox (tribal), April.

'Arbil Liwa.—Smallpox, Balek, in January and at Sanjaq in February ; influenza, March and April ; mumps, October and November ; measles at Akushawa in December

Diwaniya Liwa.—Plague at Rumaitha and Samawa, February ; smallpox at Suwaira, February ; measles at 'Afaq and Albudair, May ; smallpox in May.

Diyala Liwa.—Measles at Shahraban in January ; smallpox at Khanaqin in January.

Dulaim Liwa.—Measles, April to June.

Hilla Liwa.—Smallpox, April ; plague, May.

Kirkuk Liwa.—Measles, Kifri, in May ; Tauq, June to August ; Kifri and Qara Tepe in September ; mumps, Tauq, in September and October.

Kut Liwa.—Measles, March ; plague, May ; smallpox at Jassan in September and October.

Muntafiq Liwa.—Measles at Umm al Ba'rur in November and December.

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6. Department of Agriculture.

Season.

The seasonal rains of the spring of 1923 were continued into April and May, and these, together with high floods, proved of the greatest benefit to the ripening cereal crop. The grains were well matured and fully ripened and a good harvest was taken. This would have been much bigger but for the fact that large areas of crops were inundated during the flood seasons. An abnormally cool summer followed which was of the greatest possible benefit to summer crops, but this was followed by a hot autumn, and no appreciable winter rains fell until December. This adversely affected the sowings of winter cereals and the spring of 1924 had very badly distributed rains, followed by a too sudden onset of hot weather. The result was a very bad harvest of cereals for that year. Both wheat and barley were short in the straw and shrivelled in the ear, and, owing to climatic conditions, the affects of *rust* and *smut* were very badly evident throughout the whole country. The unusually sudden onset of heat in March caused all early sown summer crops to germinate rapidly and evenly, and this was particularly marked in the case of early sown cotton. The summer of 1924 was moderate but long drawn out, and October was warm and humid. The cold weather came on extraordinarily suddenly in November, and in that month frost occurred. The autumn rains were again unduly delayed, however, and only fell when the temperature was very low, so that germination was delayed. Snow fell practically throughout the country on 26th December, a most unusual occurrence.

The late rains, combined with the low temperatures prevailing, have adversely affected winter sowings, and the evil is aggravated by the scarcity of grain, so that the present prospects for the 1925 harvest are not good.

The unusual cold weather has, however, had a very adverse effect on all pest life, both fungoid and insect. The succession of mild winters previously experienced had led to an enormous increase of all these, and comparatively much lighter attacks are to be expected during the coming summer.

Cotton.

The propaganda work continued in the areas of Diyala, Saqlawiya, Yusufiya, and Hilla. The area put under cotton continued to increase and the total crop for the 1923 season amounted to 1,100 bales as compared with 300 bales for 1922. Up to the close of the period under report, the 1924 crop amounted to 2,150 bales, but cotton from that season is still being delivered, and the season's crop will probably reach 2,500 bales. This crop would appear to be now firmly established, and the British Cotton Growing Association have begun to buy on "grades" instead of paying a flat rate.

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Owing to the decline in cotton prices on the home market, and the continued high value of the rupee on the exchange, it was found necessary to reduce the price of 1st grade " Mesowhite " seed cotton from Rs.500 per ton to Rs.450 per ton.

Cotton propaganda has been now carried into districts not previously touched and further extension may be confidently expected, but unless serious irrigation schemes are undertaken the ultimate crop is very distinctly limited.

The British Cotton Growing Association began, however, during 1924 to erect a large modern automatically-fed ginnery which will be capable of dealing with 10,000 bales per year. It is expected that this will be completed early in 1925, and be used for the 1925 crop.

Agricultural Research.

The research programme continued under the heads originally laid down. Field experiments were conducted with a view to elucidating various problems in connection with cotton, wheat, barley, sugar-cane, and many other minor crops. Investigations were conducted on numerous insect pests and spraying demonstrations were given. The soil surveys for various irrigation projects were continued.

Cotton Experiments.

During the two seasons under report the Varietal Test was conducted chiefly with selections made on the experimental farm from Webber type cottons, as it was considered that this type had definitely proved its superiority for this country.

In view, however, of the high prices which were being paid for shorter staple cottons, selections from certain Indo-Americans were also included, as these had been previously found to be very heavy yielders. As a matter of fact these varieties gave a better " acre value " for the 1923 season, but in 1924, though they still remained the heaviest yielders, the Webber types gave once more the greater " acre value," due to the comparatively greater decline in prices for short-staple cotton. The Department's policy in continuing to issue Webber type to districts was thus justified. The most promising strains were in each year selected from these tests and propagated on the farm on as large areas as possible. The seed from these propagation areas was issued to cultivators in reserved areas, and the crops they harvested were separately ginned so as to provide a reasonably pure seed-supply for the entire country.

Other field experiments were conducted during the two seasons to obtain accurate information on such points as irrigation, spacing, cultivation, and thinning of cotton plants. The selection and breeding work went on uninterruptedly. Sixty-three selected single bolls, and sixty-three selected single plants, together with the progeny of two crosses, were propagated

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in 1923, and, in 1924, besides propagation of the " F 2 " generation of the above crosses, progeny of four additional crosses were propagated, and the selection work continued. It is noteworthy, in this connection, that in the 1924 Varietal Test, out of the four varieties which gave the highest " acre value," three were pure line strains evolved on the Experimental Farm.

Cereals.

The work on winter cereals had suffered greatly from lack of competent staff. An enormous number of types of 'Iraqi wheats and barleys had been selected and propagated, and to these had been added wheats and barleys imported in very small quantities from almost every important wheat growing country in the world. In the sowing season of 1922–1923 there was no staff available competent to deal with the enormous amount of data collected, and in consequence the only possible course was to resow the enormous number of types then under investigation. Two hundred and thirty-eight strains of wheat and one hundred and thirty-one strains of barley were sown. Fortunately the plant-breeder, Mr. H. V. W. Dowson, arrived from study-leave in time to take charge of the work. As a result of his examination of previous records and the 1923 season results, he was able to reduce the material to 139 strains of wheat and 66 varieties of barley. The adverse climatic conditions for the 1923–1924 cereals was of great value in determining the relative value of many types. Any type with the least liability to " rust " was discovered, as were also all types which, whilst early enough for a normal 'Iraq season, were liable to fail in abnormal years. As a result of this, in spite of continued fresh importations, the material for the 1924–1925 season has been reduced to much more reasonable dimensions, and the plant-breeder will have more opportunity for studying the progeny of the various crosses made, some of which are very promising. Meantime, the propagation of the various types previously selected has been continued. It appears that Australian types do better in 'Iraq than any others.

Bulk samples of best yielders were sent to the Imperial Institute for baking tests. It was rather disquieting to find that imported wheats appear to lose " strength " when grown in this country. The point is not yet finally settled, as it may have been due, in part, to seasonal conditions, but the subject will be further investigated. The variety of wheat known as *Punjab* 17 and the barley known as *California* were issued to cultivators during both seasons. Varieties of wheat and barley which are certainly better than these are now being propagated, however, and will be available for issue in 1925.

After the bad harvest of 1924, cultivators noticed generally the much greater yields given by departmental wheat seed, and the result was a demand which it was impossible to meet. All available *Punjab* 17 was imported from India, but, even so, the major portion of the demands remained unsatisfied.

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Field experiments were continued throughout the two seasons on problems connected with the irrigation, cultivation, and anti-disease treatments of winter cereals.

Agricultural Chemistry.

The work of this section was chiefly concerned with surveys for irrigation projects and the problem of alkalinity. The two are, of course, closely connected, and it is becoming increasingly evident that the increase of salinity on perennially irrigated lands is a problem of the utmost gravity, and one that will have to be tackled very seriously. For the most part the country has no natural drainage, and the salts contained in the irrigation waters simply accumulate after the water has been transpired by the plants, or evaporated. In many cases old salt deposits are also brought to the surface and increase the rapidity of the process. A great number of cases of so-called " disease " attacking crops have been traced to this root cause.

Particularly is this true in cases of failure of cotton attributed to *Earius Insulana*, the spotted boll-worm. During July and August, the cotton plant in this country is submitted to an enormous " water-strain," and normally it suffers very heavy flower and boll-shedding. The presence of even moderate quantities of noxious salts is sufficient to aggravate this, with the result that shedding becomes almost complete. Owing to subsequent scarcity of flowers and buds a boll-worm attack in no way abnormal is sufficient to destroy the crop entirely, and the whole mischief is, as a rule, attributed to the pest. This problem of saline lands is particularly pressing on the canals taking off from the Euphrates. The Diyala canals have a modicum of natural drainage, but the comparatively higher level of the Euphrates admits of practically none. The necessity for a comprehensive drainage programme is being constantly urged by this Department.

Routine analyses of river waters were started and continued through the period under report.

Entomology.

The collection and identification of economic insects and the investigation of methods of control of the most important was continued. The work was continuous throughout the season under report.

The life history of *Earius Insulana* was studied in great detail. It is found this insect does not normally either aestivate or hibernate, but that it suffers very heavy mortality both during the intense heat of summer and the cold of winter. During the period when no cotton is available it attacks *hollyhocks*, *hibiscus cannabinus*, and *hibiscus esculanta*, and it is not until May that occasional caterpillars are found on the growing points of cotton.

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When the cotton begins to flower the pest is found almost exclusively on this plant, and continues to feed on it until the stalks are cut down in the autumn. The parasite *Habrobracon Kitcheneri*, though found on a fair number of worms, is not an important factor in control.

Eurigaster Integriceps, the insect responsible for the " Sunn " pest of wheat, was investigated. This pest is causing increasingly large losses to the winter cereals of northern 'Iraq. The adults come down from the hills in early spring and lay their eggs on the wheat crop. The nymphs suck the milk of the formed grains, causing them to shrivel. At wheat harvest the pests are adult and fly off to their æstivation places. The most hopeful method to combat a pest of this nature would be to find its æstivation or hibernation place, and attempt to destroy it there. Unfortunately the most careful search has failed to reveal this, and it is believed that the insect migrates to the higher hills to the north, where, for many reasons, it has been impossible to search. Methods of control have, therefore, to be confined, for the present, to the wheat fields. This pest is often found as far south as Baghdad, but fortunately the harvest in these regions is too early, and the nymphs are not full fed at harvest time and die. Its spread to these regions is, therefore, not to be feared.

The most serious insect pest of the country is, without doubt, the locust, *Dociostorus Maroccanus*. This pest annually causes an enormous amount of damage throughout the whole of northern 'Iraq. Not only are the winter cereals destroyed, but the new seedling summer crops suffer heavily, and every attempt to grow cotton in these areas has so far been rendered unsuccessful by these pests.

During the autumn of 1924 an anti-locust campaign was inaugurated with Mosul as Headquarters. A British officer with five 'Iraqi assistants was sent up, and arrangements have been made for egg-buying, ploughing up egg-infested areas, and for the subsequent fight against the pests when they appear.

The question of preventing the importation of various plant diseases has for a long time had the consideration of this Department. *An Importation of Plants Act* has been drawn up, and will become law early in 1925.

In the meantime a laboratory and office has been opened in temporary premises at Basra and permanent accommodation is being built near the Post Offices at Ma 'qil. It will be possible, in the future, to prevent all importations of plants which are not covered by a disease-free certificate issued from this office. In the meantime, so far as was possible without legal powers, all importations have been examined, and, where pests have been found, the material has been thoroughly fumigated. The utility of such a station is sufficiently demonstrated by the fact that already several important pests, not previously noted in

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'Iraq, have been found on imported material and destroyed. In addition to his duties in this connection, the Entomologist has conducted investigations into the disease causing shedding of dates, known as *Hashaf*, and the mite infestation known as *Ghubbar*. Spraying demonstrations were given both from the Baghdad and Basra centres.

An outbreak of peach aphis in the vicinity of Baghdad, which had become so bad that complete destruction of the peach crop was threatened, was very efficiently controlled by the Entomological Staff.

Flax.

The experiments with this crop were continued and the importation of small plant for " breaking " and " scutching " enabled this Department to prepare samples for valuation on the home market. The result of the past two seasons' work is that this Department is now in a position to give valuable advice as to cultural treatment of the crop, and as to suitable varieties. Further, investigations have been made as to the types of machines most suited for work in 'Iraq. It has been definitely proved that a quality of flax can be grown and prepared in this country which will command a good price on the home market, and that the probable returns from flax culture are better than those from the ordinary winter cereals.

The present position is, however, that cultivators are not able to grow the crop as there is at present no mill operating to buy it, and that commercial houses are not willing to set up mills until they are certain that flax will be forthcoming. In a country so poorly developed agriculturally as 'Iraq, it is certain that any commercial body beginning to operate in flax will have to spend a great deal of money in stimulating flax cultivation, and this quite apart from the capital which it will necessarily have to sink in machinery and plant.

It would appear probable that in order to induce any person or firm to do this some sort of limited concession will have to be given, and the Government has at present this point under consideration.

Sericulture.

Experimental work with silk continued at the Ba'quba Station throughout the period under report. Silk has been grown in this district continuously for a very long time, but in a very primitive manner.

The stock is diseased, *Flacherie*, *Pebrine*, *Muskardine*, and *Grasserie*, all being common. Further the cocoons are never stifled but are allowed to hatch, after which the cocoons are " spun " instead of being reeled.

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The Department has imported eggs from European stock, disease free, and previously tested and found suitable for this country. Instructions as to methods of rearing have been given, and cocoons were reeled for the owners in the experimental filature at a flat rate of Rs.3 per kilo of silk. The thread in demand locally is strong and thick, and this quality has been reeled for local growers and commands with local weavers a premium of 25 per cent. over the spun thread.

The Imperial Institute, with the silk Committee of which the Department has maintained the closest possible touch, advises that, before a commercial filature would begin to operate in this country, they would need to be satisfied that an annual production of at least 100,000 lb. of dry cocoons was available. The present production is about 6,000 lb. and the problem is to increase this production in the absence of a filature. The Department is considering the possibility of extending its operations on behalf of growers so as to include both reeling and marketing, and, on the suggestion of the Imperial Institute, is investigating the possibility of starting an export trade of dry cocoons. As part of the silk development programme, the Department has continued to raise and supply to cultivators at cost price mulberry seedlings. Owing to the fact that imported worms were becoming infested with the various diseases prevalent, regulations were drawn up prohibiting the further propagation of the indigenous stock. As silk work is very scattered, and is done as a part-time occupation in closed gardens, this regulation has proved very difficult to enforce, and large quantities of cocoons continue to be raised for home use from local eggs. The mulberry orchards planted at the experimental farm at Rustam are now old enough to be used, and accommodation for silk work is being built. This section will therefore shortly be moved to Rustam.

Agricultural Education.

The Agricultural Research Institute was handed over to the Department in August, 1923. This building provides lecture room and laboratory accommodation for three classes of about 20 pupils each, and also laboratory accommodation for the Research Staff.

The Research laboratories were immediately taken into use, and the old temporary laboratories at Karradi were closed down. The consequent influx of personnel on to the farm caused a great shortage of living quarters, and part of the Institute had to be used for this purpose.

This, and the fact that quarters for students have yet to be built, has prevented the use of the building for educational purposes. It is hoped, however, to complete the programme gradually, as funds become available. During the period under

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report housing accommodation for staff has been built, and it will be possible to vacate that portion of the Institute previously used for this purpose. In the meantime the possession of suitable laboratories is greatly valued by the scientific staff.

In this country, where one of the greatest impediments to agricultural progress is the absence of all but traditional knowledge, the need for agricultural education is very urgent. The agricultural system of the country leaves everything in the hands of the " fallah," and the number of landowners who really know anything about agriculture is very small. Even for the local staff of the Department it is necessary to seek men who have had education in other countries. The gradual production of a landowner class who have some knowledge of the ordinary processes of agriculture is an absolute necessity if the country is to develop agriculturally. The present state of affairs is that the man who has the necessary agricultural experience has no capital to develop his agriculture, whilst the man who has the capital is, as a rule, more interested in commercial affairs than in agricultural matters.

Agricultural Machinery.

Continued interest was shown by agriculturists in tractor ploughing, but the tendency is to have ploughing done on contract rather than to purchase machines.

This is the wisest course for the agriculturist under present conditions of land tenure and revenue, and, in spite of the fact that agricultural labour is scarce, it would be unwise to expect rapid developments in the use of machines. It is possible that threshers may come into more general use. The summer cultivation is, in some districts, directly limited by the fact that labour is chiefly employed in the long and tedious business of threshing.

Mechanical threshers, besides liberating this labour for other purposes, would improve the quality of the threshed grain available for export. The programme of the Department provides for the importation of threshers for district work in order to test this point. Generally speaking, however, the position with regard to agricultural machinery is that there will be no great demand unless, and until, land companies begin operations in the country. Such companies will be able to make " fixed assessment " arrangements with regard to land revenue and will be in a position to get the full benefit from their use of machines.

Agricultural Concessions.

During the period under report an important convention was concluded between the Government of 'Iraq on the one part, and Dr. Najib Beg al Asfar, Hamdi Beg al Pachachi, and Thabit Beg Abdul Nur, on the other part.

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By this convention the concessionaires are given facilities to study and prepare the following projects :—

(*a*) The Habbaniya Reservoir, the Falluja Barrage, and the irrigation systems from the Euphrates river dependent on these works.

(*b*) The Diyala river, and the irrigation systems dependent on it.

(*c*) The dam at Tuwaila on the Diyala river.

The programme of the concessionaires is to form a company which will prepare detailed schemes and estimates for the above projects, and, at the same time, conduct agricultural demonstrations on a large scale to furnish the financial data required as to the probable agricultural returns. Should this parent company meet with success, then one or other, or all of the above major schemes will be undertaken, and the company, or companies, so formed will hold the concession on the projects for a period of sixty years from the date of commencement of the major work or works.

At the close of this period the whole will revert to, and become the property of, the Government of 'Iraq.

Towards the end of 1924 the large scale agricultural experiments were already under way on the Mahrut canal, and it is understood that the concessionaires have already the necessary capital to enable them to start the first part of their programme.

Although the concession embraces all agricultural activities, it is chiefly on the possibilities of cotton that the hopes of the concessionaires are based, and it is this crop that will be grown on a large scale in the 1925 season.

Agricultural Exports.

During the period under report the exports from Basra of agricultural products were as follows :—

	Barley. *tons.*	*Wheat.* *tons.*	*Wool.* *tons.*	*Dates.* *tons.*
1923	125,240	102,095	4,062	116,235
1924	57,333	25,204	18,395	161,565

Staff.

During the period under report the Department suffered further reductions in British staff. Mr. C. L. White left the Department in February, 1923; Mr. G. S. Cameron left in July, 1924; Mr Dowson, who returned to the Department in 1922, after enjoying study leave in England, resigned his employment in September, 1923. He was replaced by Mr. F. K. Jackson, who arrived in this country in January, 1924.

In December, 1924, Mr. D. D. Paterson arrived in this country for duty with the Department. In July, 1924, Mr. R. Thomas, the Director of Agriculture, proceeded to England on deputation

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in connection with the Asfar Concession negotiations. He remained on deputation until the close of the period under report.

Mr Garbutt remained in charge of the Basra Circle throughout the whole period, and Mr. H. G. D. Rooke continued to act as Assistant Director.

Mr. Kinch remained in charge of the Hilla Circle until October, 1924, when he was transferred to Mosul to take charge of the anti-locust work in that area.

In September, 1924, an 'Iraqi Director, Anwar Beg Khaiyat was appointed, and the title of the then officiating Director was changed to that of Inspector-General. From 1st July, 1924, Mr. F. K. Jackson acted as Senior Research Officer in addition to his duties as Plant Breeder.

7. The Civil Veterinary Department.

The present technical staff of the Department consists of one Director, one Assistant Director (both British) and nine Veterinary Officers (eight Indians and one 'Iraqi), all of whom are fully qualified Veterinary Surgeons. There are also six unqualified 'Iraqi Veterinary Assistants, selected men who had undergone two years' training in Veterinary work under personal supervision.

During the period under report the Department has been reorganised and extended to meet the ever increasing demands for Veterinary assistance. It is now represented in thirteen centres. Civil Veterinary hospitals or dispensaries exist in Baghdad, Mosul, Kirkuk, Khanaqin, Ba'quba, Kut, 'Amara, Basra, Nasiriya, Diwaniya, Hilla, Karbala and Ramadi. An officer is also stationed in 'Arbil and the country as far as Ruwandiz comes under his jurisdiction.

The following diseases affecting Live Stock are indigenous and widespread in 'Iraq: rinderpest, epizootic lymphangitis, glanders, rabies, contagious pleuro-pneumonia of sheep and goats, strongylosis of the lungs, stomachs and intestines of sheep, piroplasmosis of sheep, biliary fever, anthrax, surra, black quarter, hæmorrhagic septicæmia, dourine, sheep pox, foot and mouth disease, parasitic mange and tuberculosis.

With a small staff and small budget allotment, eradication of these diseases is a difficult task. Control to a great extent is possible, and the Department's endeavours, in this direction, have met with success.

In 'Iraq, with an extensive frontier, open to fresh invasion of diseases from Persia, Kurdistan and Turkey, the whole country in the summer months being " tick-infested," affording facilities for the dissemination of the tick-borne diseases, such as piroplasmosis, etc., with large areas of grazing-land infested with nematode parasites, it is easy to comprehend the difficult task with which the Veterinary Department is confronted.

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Of all the diseases, the presence of rinderpest constitutes the most serious menace to the future welfare of the country. In the early spring, 1923, a fresh infection of this cattle plague was introduced from Turkish territory by the migratory Kurdish tribes or kocher who, on crossing the Haizil river and entering Zakho, dispersed themselves and infected the Qadhas of Zakho and Dohuk, whence the diseases spread over a large portion of the Mosul Liwa. This is an annual event and involves a great expenditure of labour and serum to prevent the spread of fresh infection over the whole country. During the period under review, in the Mosul Liwa alone, 77 definite outbreaks of rinderpest occurred, during the course of which 2,260 head of cattle died from the disease. Every outbreak was attended to and 14,421 contact cattle were inoculated with anti-rinderpest serum, with excellent results. It was only natural that the neighbouring Liwas of 'Arbil, Kirkuk and Diyala should become infected to a certain extent. Fifty-six outbreaks were attended to in these areas, 2,089 head of cattle died and 10,538 were protected by inoculation. The total number of outbreaks all over the country was 178. Six thousand three hundred and thirty-six died of the disease before inoculative measures could be carried out, and 37,792 head of cattle were immunised with anti-rinderpest serum. Thanks to the efficacy of the serum used, a product of the Indian Government's Imperial Laboratory at Muktesar, only 217 cattle died of the disease after inoculation.

At the time of writing, the "Diseases of Animals Law, 1924" has recently been passed by the Council of State, and the judicious enforcement of the regulations it contains will greatly assist officers in their work.

Glanders affecting all equines was wide-spread. Cases occurred in all the Liwas. This disease was particularly rampant in Basra city. A systematic inspection and testing with mallein of all publicly-owned horses was instituted and after eighteen months' work the disease has been practically stamped out in that area. With such a deadly disease prevalent, a regular inspection of all Government animals has been made. All newly purchased horses for the Army and Police were malleined before being taken on the strength and periodic re-testing with mallein of all Government animals has been carried out. Altogether 289 horses and mules suffering from glanders were either destroyed or died from the disease. Next to Basra, Baghdad was most affected, followed by Mosul.

Epizootic lymphangitis is endemic and cases have occurred all over the country. The Police animals in 'Arbil were so seriously affected that a Veterinary Officer was posted there to check the ravages of this insidious disease. One hundred and twenty-eight horses and mules had to be destroyed.

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The horses of the Levy Force, stationed on the frontier, have been badly affected with both glanders and epizootic lymphangitis, and the customary restrictions on their movements were and are being carried out. At the end of 1923 a serious outbreak of surra took place in the Kut Liwa, down the Hai, in the neighbourhood of Muhairiqa Nahiyah. Forty-seven horses died, mostly mares. The infection arose from the well known surra belt on the Euphrates above Nasiriya. The camels of the Desert Police Force in the Ramadi area were also affected with this incurable disease.

Rabies is a constant menace. Sixty cases have been recorded and confirmed microscopically. They included two police horses at Nasiriya and seven buffaloes in the Diyala Liwa. Destruction of stray dogs has been and is being carried out by the Police at most centres.

Anthrax exists in a sporadic form. A few cases have occurred in Hilla, 'Amara and in Baghdad. Vaccinations against the disease were carried out in 'Amara and Baghdad.

With the exception of strongylosis and piroplasmosis of sheep and goats, the other prevailing diseases call for no special comment, except that all outbreaks have been treated in accordance with modern veterinary methods. The presence of these two diseases, producing debility and emaciation, at the onset of the cold season, accompanied by a general lack of grazing, accounted for a heavy mortality. It is estimated that fully 50 per cent. of sheep and goats in the Kut, Diyala and the northern areas have succumbed during the past winter.

The total number of reported deaths from contagious diseases of animals during the period under report is approximately 29,000. Through shortage of staff there has been little time for research work in the past, but since the appointment in May, 1924, of another British officer, systematic investigation into the nature and causes of outbreaks has been undertaken.

Since April, 1923, the Director and his Officers have passed fit for service in the Army 1,524 Arab ponies. All these have been castrated with marked success prior to being put into training. Only one pony was lost as the result of accidental infection of the operation wound. The experiment in the country has fully justified itself.

At all veterinary hospitals and dispensaries the animals of the civil population have been treated and medicines supplied at a small fixed rate.

The total number of cases treated, both indoor and outdoor patients, during the period under review is 68,300, and 10,099 have been treated whilst on tour.

In view of the fact that there were only two qualified 'Iraqi Veterinary Surgeons in the country, the Government, in 1921, agreed to the proposal to send 'Iraqi youths abroad for training.

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There are at present five stipendiaries attending the Bengal Veterinary College in Calcutta. It is proposed to send four boys abroad every year until the requirements of the country and Army are supplied.

As in the past, the Director, Civil Veterinary Department, has acted as Veterinary Adviser to the 'Iraq Army and been responsible for its organisation and service. All medicines and equipment have been supplied from the Civil Veterinary Stores, Baghdad.

All police horses were regularly inspected, medicines and veterinary equipment supplied.

All police remounts were passed, and private horses of sowars examined and valued, and certificates issued as to fitness before enlistment.

Meat inspection has been carried out by veterinary officers, at the request of the health authorities, in Mosul, Ba'quba, Kut, 'Amara, Nasiriya and Khanaqin.

About 2,000 cruelty cases were arrested by the police and treated in the veterinary hospitals and dispensaries.

With better methods of reporting outbreaks of disease, and with increased popularity of the department's work with the public, the main difficulty has been to meet the ever-increasing demands for veterinary assistance with the small resources at the department's disposal.

III. MINISTRY OF FINANCE.

NOTE :—Whenever a financial year is referred to it implies the financial year beginning 1st April, *e.g.*, financial year 1923 means financial year 1st April, 1923 to 31st March, 1924.

1. General.

The Finance Minister in the Sa'dun Cabinet, H. E. Sasun Effendi Haskail (now Sir Sasun Haskail, K.B.E.), was absent on leave from the middle of April to the beginning of October, 1923, and the Adviser acted for him during that period. A change of Ministry occurred some two months later, when Haji Muhsin Chalabi Shalash (a well-known Shi'ah merchant and banker of Najaf), was appointed Finance Minister, and held the appointment until August, 1924, when Sir Sasun Haskail again became Finance Minister in the Cabinet formed by Yasin Pasha.

During the first part of 1923, the financial administration was disturbed by demands for increased expenditure on the Army and Police, owing partly to the effect of the " Protocol " policy announced in April, 1923, and partly to projects for the re-occupation of the Sulaimaniya area. These demands led to the hasty voting of additional credits of nearly 20 lakhs on defence, to the consequent enhancement of customs duties in September, 1923 (of which details will be given later) and to a further project of taxation in the shape of a temporary law to impose cesses on land and other property upon whose protection from the disastrous floods of March and April the Government had spent

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large sums—a measure which was vigorously and successfully opposed and contributed to the downfall of the Sa'dun Cabinet. The additional credits for defence were, in fact, never utilised, and expenditure on the Army during the year was actually below the figure recommended by the Committee convened by the High Commissioner in January, 1923.

Other salient features of general financial interest during the period under review are the transfer of the House Tax from municipalities to the State (under the title of the Property Tax, about which more will be said in a subsequent portion of this note), the revision of the Transit Trade Regulations, the negotiations for a transit trade agreement with Syria, the protracted negotiations with the representative of the Turkish Petroleum Company in connection with an oil concession in 'Iraq, and the examination of the large irrigation and agricultural project popularly known as the Asfar Concession, which resulted in the signing of a provisional convention in July, 1924.

Among matters of general interest the reforms effected in the administration of the Pensions Department and of the Accounts Department deserve fuller notice.

Pensions Department.

Several changes were made in the former, the most important of which illustrated the transition from the period of British occupation to the era of self-government. During the former period the provisional administration had found it necessary, owing to war conditions, to pay pensions and other allowances to classes not ordinarily eligible, in addition to the pensions admissible under the law of the country, so far as that law could at that time be ascertained. In July, 1922, however, the Turkish Civil and Military Pensions Law was re-introduced by a resolution of the Council of Ministers, and from that date the intention was to supersede and abolish all extra-legal allowances. Thus, not only were the allowances paid under the British administration cancelled (in so far as they were not admissible under the ordinary law), but the special temporary arrangements for " ma'zuliyah " (a kind of unemployment allowance) made by the provisional national Government in February, 1921, to meet the case of the numerous ex-Turkish officials (particularly Army officers), who had returned to the country and found themselves unemployed, were gradually withdrawn, every case being in future intended for treatment under the Turkish laws relating to pensions and " ma'zuliyah," or to special allowances for the needy.

The resolution of July, 1922, was, in fact, not put into execution until late in 1923. At the same time other desirable reforms were introduced, e.g., the adoption of the date of application as the date under which the allowances admissible under the new regulations should take effect, retrospective force being admitted

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in no instance, and a further administrative improvement then introduced was the transfer of the disbursement of pensions from the Pensions Office to the Baghdad Treasury.

According to the Ottoman Pensions Law (Civil), the retiring age was 65, or after 45 years' service.

In December, 1923, an amendment law was passed giving discretion to Ministers to retire on pension any official who had reached the age of 55 years, or had completed 30 years' service. The object of this amendment was to pension off officials whose further employment was not considered desirable and whose retention on " ma'zuliyah " pay involved an eventual grant of higher pensions without any additional active service being rendered by them.

Other points of interest in the administration of the Pensions Department are the fixing of the date of the accession of King Faisal (August, 1921) as the date up to which service under the Turkish Government is held to count for pension from 'Iraq revenues, the decision that military service in the late war should count double for pension and the decision that service in the Hejaz and Syria is to count as war service. The cost of pensions, " ma'zuliyah," and similar allowances at present is about 7 per cent. of the total salaries of establishment.

Cadre Commission.

In the preceding paragraph reference was made to the work of the Cadre Commission. Though this body has not yet completed its labours, or in fact put forward any proposals on which action can at present be taken, its work merits some notice in this memorandum. It was formed by a resolution of the Council in April, 1923, with the Finance Minister as President, to examine and report on the conditions of entrance into the public service, of promotion therein, and of suspension or removal therefrom, and to devise grades and rates of pay suitable for the various classes of the service ; in fact, to draw up a body of " Civil Service Regulations." The work of the Commission was distributed among three sub-committees, of which the second and third have prepared reports on the subject of entrance and disciplinary regulations, but the sub-committee to which was assigned the task of settling the grading of appointments and rates of pay has not yet found it possible to submit a report. Not only is the subject in itself one of great difficulty, but the indefinite state of the administrative system in 'Iraq and unsettled economic conditions make it doubtful whether any recommendations based on present data would be of more than ephemeral value ; and even for the preparation of a purely provisional report on a question of such magnitude the existing staff of the Finance Ministry (on which, in fact, the task has devolved), has neither the time nor the means at its disposal. The importance of the work is, however, undeniable, and as soon as it is possible to place an officer on special duty for the purpose the enquiry should be pursued.

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Accounts and Audit.

The accounting system is still incomplete and the practice of publishing public accounts has not yet been introduced. In fact, a theory of accountability has not yet been satisfactorily established, and the various departments of Government acknowledge in different degrees their financial responsibility towards the Ministry of Finance and the right of the Accountant-General, on behalf of that Ministry, to exercise control over their accounts. Consequently, no proper system of audit has yet been established. During the two years, 1923 and 1924, however, important steps were taken to remedy this unsatisfactory state of affairs. In the first place, a set of Accounting Regulations was drawn up by the Accountant-General and approved by the Finance Ministry, with a preamble affirming the right of this Ministry, on behalf of the Government, to issue regulations governing all financial transactions of the various Ministries and Departments. This preamble was approved by the Council of Ministers after considerable time and discussion, and the financial control of public administration is now by law vested in the Finance Ministry. The Accountant-General is the Ministry's agent for the control of all public accounts, but in practice he still exercises much closer control over the accounts of the Divisional (general and revenue) establishments than over the so-called "centralised" departments which prepare their own classified accounts to headquarters.

A further change of great importance, which was agreed to in principle during 1923 and came into operation in the present year, was the establishment of a regular department of audit, under an Auditor-General independent of the Finance Ministry, and responsible only to the legislative body (at present the Council of Ministers, and, in due course, Parliament).

For the present, it is not intended to introduce more than a percentage audit against sanctions and appropriations. With the machinery now instituted, however, it should be possible to present a statement of public accounts with the Auditor-General's report to the legislative body at the end of this financial year.

For the sake of economy, the Auditor-General performs also the functions of Inspector-General of Accounts, in which capacity he works as a member of the Accountant-General's Department under the general control of the Finance Ministry. The inspection staff is still inadequate and has confined its activities almost entirely to the inspection of Divisional accounts, leaving untouched the accounts of the centralized departments. Their work has, however, been of considerable utility in bringing to light defects in financial arrangements in the Liwas.

A further change of some importance in the work of the Accountant-General's Department was its assumption of responsibility for procuring, keeping and issuing stamps—a duty transferred from the Controller of the Government Press in April, 1923.

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2. The Budget and its Administration.

The following statements show the estimates of the financial year 1923, with the preliminary actuals for that year :—

EXPENDITURE.

	Original Estimates. Rs.	*Preliminary Actuals.* Rs.
I. Public Debt	66,96,594	16,20,084
II. Civil List	9,89,923	9,75,662
III. Constituent Assembly	4,00,000	—
IV. Council of Ministers ..	1,08,280	1,36,689
V. Ministry of Finance ..	44,11,822	35,49,109
V(a). Customs and Excise..	24,54,878	19,18,245
VI. Ministry of Interior ..	43,87,054	40,48,654
VI(a). 'Iraq Police	66,41,823	65,90,616
VI(b). Health Service ..	18,49,755	17,88,113
VI(c). Veterinary and Remounts	2,10,000	2,17,553
VI(d). Agriculture	6,35,118	5,41,361
VII. Ministry of Defence..	66,52,326	64,81,424
VIII. Ministry of Justice ..	14,66,822	13,79,424
VIII(a). Tapu Department ..	4,47,736	4,38,418
IX. Ministry of Education	17,48,776	17,78,310
X. Ministry of Commns. and Works	64,78,808	70,12,697
X(a). Posts and Telegraphs	30,11,059	28,14,386
Total	Rs.485,90,774	Rs.412,90,745

REVENUE.

	Rs.	Rs.
I. Taxes on Natural Produce..	153,56,570	144,68,219
Property Tax ..	—	6,27,799
II. Stamps, Fees and Registration	38,50,000	37,62,636
III. Customs and Excise (Customs)	220,33,200	241,90,368
IV. & V. Commercial Departments	40,53,474	40,92,191
VI. Proceeds of Government Properties ..	3,57,000	6,69,506
VII. Interest, Commission, etc.	67,000	1,20,334
VIII. Miscellaneous Receipts	31,17,000	23,80,592
Total	Rs.488,34,244	Rs.503,11,645

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The above figures are not final. The anticipated net saving of 73 lakhs in the expenditure is due to the fact that there were no payments on account of Public Debt (other than Pensions), no settlement having been arrived at regarding the amounts due. It will be seen that savings occurred also in expenditure on Police and Defence.

Amongst other items which contributed to the saving were a sum of 4 lakhs provided for the Constituent Assembly, which did not meet during the year, and combined savings of between 12 and 13 lakhs under the heads, " Ministry of Finance " and " Customs and Excise." In the latter instances provision was made for the contingency of certain claims having to be met, whereas such claims did not in the event arise during the year.

The statement of receipts shows an actual excess of approximately 15 lakhs over the estimates.

Taxes on natural produce were down by nearly 10 lakhs (land revenue being 12 lakhs worse than the estimates and Kodah two lakhs better), while the revenues from Customs and Excise was nearly 22 lakhs up, the principal increases being in import duties and tobacco excise.

The increase in import duties is a remarkable phenomenon and tends to contradict the view popularly taken that the purchasing power of the country is diminishing. The subject is, of course, complicated by the fact that an unidentifiable part of the imports is for Persian consumption ; but it is not clear that Persia's buying power is on the increase (and if it is, an increasing proportion is satisfied through channels other than 'Iraq), while the figures of import duties during the last three financial years show an undoubted increase in volume, when the general fall in prices during that period is taken into account :—

1921.	1922.	1923.
Rs.194,29,771	Rs.165,30,317	Rs.199,67,248

The Revenue and Expenditure for 1924 is estimated as follows :

	Rs.
Revenue	509 lakhs
Expenditure	575 lakhs

indicating that a deficit of 66 lakhs may be expected on the

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year's accounts. The actual Revenue and Expenditure, however, up to 31st December, 1924, was :—

	Rs.
Revenue	391 lakhs
Expenditure	323 lakhs

from which it would appear not unlikely that a small surplus on the year's transactions may be realized.

3. Settlement of Financial Relations with His Britannic Majesty's Government.

During the financial years 1923 and 1924, progress was made with the settlement of accounts between the British and 'Iraq Governments (including the accounts received from India relating to the period from 1914 to 1922), with a view to giving effect to the general settlement devised at the Cairo Conference in 1921. A comparatively small difference still remains to be adjusted.

Owing to the delay in settling the precise amount due on account of the Ottoman Public Debt and under Article V of the Financial Agreement, together with underspending in various directions (especially on the Army and the Irrigation Department), the anticipated deficit proved to be actually a surplus.

Financial difficulties seem likely to begin in earnest in 1925, when 'Iraq may expect to find herself burdened, in addition to an excess of ordinary expenditure over revenue (which, with the contemplated expansion of the Army, seems inevitable) with the following charges :—

	Lakhs.
Service of Ottoman Public Debt (say)	85·00
Payments to His Britannic Majesty's Government under Article V of the Financial Agreement	7·60
	92·60

Ottoman Public Debt.

The liability in respect of the share of the principal allocated to 'Iraq from the Ottoman Public Debt has not been finally settled. The annuity payable was determined in Turkish pounds by the Debt Council in respect of the Wilayats of Basra, Baghdad and Mosul, as follows :—

	Rs.
Annuity on account of funded debts ..	360,086
Annuity on account of advances	11,452
Annuity on account of Treasury Bonds ..	170,870
Service of the loans	225
	Rs.542,633

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The liability runs from 1st March, 1920, the arrears in respect of the intervening period being payable in twenty annual instalments. The above amounts are calculated on a gold basis, but the actual assessment will apparently (under Article 49 of the Treaty of Lausanne) be made in accordance with the terms governing each loan. Provision in the 'Iraq Budgets of 1923 and 1924 has been made at 30 lakhs, it having been assumed in each year that the settlement of the amount due would not be completed until the latter part of the year and that a part, at any rate, of the bonds would be payable in paper (probably francs). In any case the estimate of 30 lakhs is merely conjectural.

The annuity in respect of principal debts amounting to £T.360,086 a year, represents a principal of about 7¼millions Turkish pounds.

The annuity in respect of the Treasury bonds amounting to £T.170,870 for the first year represents refund of capital and is limited to a period of three years.

The annuity in respect of the Advances is limited to a period of five years only.

Besides the above amounts, a yearly contribution of £T.80,068 will have to be made for a period of twenty years on account of arrear annuities accruing from 1st March, 1920, to 6th August, 1924.

The total amount of annuity for the year 1924–25 is hence £T.622,701, but as the currency which will serve as a basis for the payments of these annuities has not been definitely decided the figures are only nominal.

Further, under Article 48, the 'Iraq Government is required to assign to the Council of the Debt, not later than the middle of February, 1925, adequate security for the payment of its share.

It will be observed that the Treaty apparently compels the contributory States to take steps to make payments on account at a stage when only the nominal share of the liability has been determined, though that share may become substantially reduced when account is taken of the terms of the various constituent loans.

The 'Iraq Government has more than once protested against being called upon to bear any part of the burden of a debt which was incurred without benefit to this State, and has represented that the heavy obligations which the establishment of a National Government has thrown upon 'Iraq render altogether unsuitable the prescribed method of distributing the liability under Article 51 (viz., by adopting the proportion which 'Iraq revenues in 1910 and 1911 bore to the total revenues of the Ottoman Empire in those years). The strong claims of the bond-holders have,

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however, prevailed against these pleas. The only hope now of reducing the burden to one which 'Iraq can reasonably be expected to bear lies in the reference to arbitration.

Port of Basra.

As was explained in the previous report the 'Iraq Government have taken over from His Britannic Majesty's Government the control pending transfer to a Port Trust of the Port of Basra. The terms of transfer to the Port Trust will be settled in accordance with the terms of Article X of the Financial Agreement.*

The estimated receipts and expenditure for the year 1923 were as follows :—

	Rs.
Receipts..	25,03,448
Expenditure	18,97,396
Estimated Surplus	6,06,052

The actual receipts and expenditure resulted as follows :—

	Rs.
Receipts..	33,58,343
Expenditure	25,63,954
Surplus	7,94,389

For the year 1924 the estimated receipts and expenditure are:—

	Rs.
Receipts..	28,89,550
Expenditure	22,90,477
Estimated Surplus	5,99,073

A matter of great interest and importance in connection with the Port is the project for the dredging of the Bar at Fao. An agreement has been drafted, and is now on the point of being settled,† under which the Anglo-Persian Oil Company Limited, advance the money up to a maximum of slightly under half a million sterling, and the 'Iraq Government, through its Port Authority, undertakes to carry out the work, and to levy a dredging due on shipping crossing the Bar up to a maximum of 8 annas a ton to provide for repayment of the advances and the cost of maintaining the work. One dredger has arrived at Fao, and work has begun.

Railways.

The question of the Railways is more complicated than that of the Port, both as regards capital cost and as regards the financing of the annual expenditure. In 1923 it was agreed between the two Governments that the 'Iraq Government would provisionally take over the administration of the Railways with effect from 1st April of that year on certain conditions.

* The sum of Rs.72,19,000 shown in the Financial Agreement as the value of the Port has since been modified to Rs.72,11,600.

† An agreement has subsequently been executed.

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The first six months of provisional administration having expired, the period was extended and is now kept alive by Article VIII of the Financial Agreement, which provides for a temporary administration pending settlement of the terms of a permanent transfer of ownership, and also for referring such terms to arbitration if necessary.

Under these conditions, the administration of the Railways has continued to the present day, and the practical difficulties arising from the present arrangements are daily becoming more apparent.

The revenue earning capacity of 'Iraq will be examined in the succeeding section but it may here be asserted that the burdens both internal and external which, unless some relief is obtained, will fall on the 'Iraq Treasury in the next few years will severely strain the revenue resources of the State. The question as to the steps which can be taken to maintain solvency in the event of failure to obtain relief from external obligations is now under consideration.

It seems that a drastic revision of public expenditure, possibly involving in certain respects a lowering of the standard of administration, will be necessary.

4. Revenue.

The annual revenues of 'Iraq are derived from sources which may be broadly classified as follows, viz :—

(i) Taxes on natural (mainly agricultural and pastoral) produce.
(ii) Taxes on house property.
(iii) Taxes on consumption
(iv) Taxes on business transactions.
(v) Revenues from State property and fees for Government services.
(vi) Miscellaneous

These have been set out, partly to illustrate the system, and partly to compare it with the Turkish system.

The latter, according to the account given in the *Bulletin Annuel de Statistique*, comprised the following heads of revenue derived from the Wilayats of Mosul, Baghdad and Basra :—

I. Direct Taxes.

(i) Taxes on land and house property.
(ii) " Temettu " or tax on professional and trade incomes.
(iii) Military service exempting payments.
(iv) Road tax.
(v) Taxes on animals.
(vi) Agricultural tithes.
(vii) Tobacco and silk tithes.
(viii) Taxes on private forests.
(ix) Taxes on minerals and quarries
(x) Taxes on receipts against payment of taxes.

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II. Stamp Taxes, etc.

(i) Stamp Duties.
(ii) Court and notarial fees
(iii) Fees on Registration of land titles.

III. Indirect Taxes.

(i) Liquor excise.
(ii) Tobacco Vend licences.
(iii) Customs.
(iv) Port and navigation and lighthouse dues.
(v) Fees for Veterinary services.
(vi) Shooting and fishing licences.

IV. Monopolies.

(i) Salt.
(ii) Tobacco excise.
(iii) Gunpowder.
(iv) Mint receipts.
(v) Posts and Telegraphs and Telephones.

V. State Enterprises.

(i) Tigris and Euphrates Steamship Service.
(ii) Mines worked by Government.

VI. State Domains.

(i) Sales and leases of State immovable and movable property.
(ii) Produce of State forests.

VII. Tributes.

Nil.

VIII. Miscellaneous.

(i) Interest and commission on resource operations.
(ii) Receipts of Agricultural Bank.
(iii) Fines.
(iv) Miscellaneous.
(v) School fees.

IX. Recoveries.

(i) Recoveries of advances by Treasury.

X. Pensions.

(i) Pension deductions

In the following table an attempt is made to assign to each of the main revenue heads in the 'Iraq estimates its equivalent group in the Turkish estimates relating to the same area ; and the same table will compare the proceeds of each 'Iraq head in 1924 with its equivalent Turkish group in 1911.

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CHAPTERS (WITH VOTES) IN 'IRAQ BUDGET, 1924.	*Yield (estimated) Lakhs.*	EQUIVALENT SECTIONS (WITH ARTICLES) IN TURKISH BUDGET, 1911.	*Yield (in lakhs of rupees at 7·5 piastres to the rupee).*
I. *Taxes on land and other natural produce and Revenue of Government Property.*		I. *Direct Taxes.*	
1. Agricultural produce ..	109·50	(i) Taxes on land ..	2·75
2. Other natural produce	3·20	(v) Taxes on animals ..	23·93
3. Animals	30·50	(vi) Agricultural tithes ..	70·29
4. Minerals	1·20	(vii) Tobacco tithes ..	·21
5. Rents and Tolls ..	5·65	(viii) Taxes on private forests.	·21
		(ix) Taxes on minerals ..	·35
		(x) Taxes on receipts for payment of taxes.	·10
		VI. *State Domains.*	
		(i) Leases of State property.	24·06
		(ii) Produce of State forests.	·65
	150·05		122·55
II. *Property and Stamp Taxes.*		I. *Direct Taxes.*	
6. Property tax	17·50	Taxes on house property (applied only to Mosul).	3·23
7. Stamp duties	15·01	II. *Stamp Taxes, etc.*	
		Stamp duties, etc.	3·25
	32·51		6·48
Total of I and II ..	182·56	Total of I and II ..	129·03
III. *Miscellaneous Revenues.*		III. *Indirect Taxes.*	
8. Pension contributions..	8·35	(vii) Shooting and fishing licenses.	·72
9. Interest..	4·35		
10. Resource and Treasury operations.	·32	VI. *State Domains.*	
11. Sale of lands and buildings.	·50	(i) Sales of State property	·26
12. Refunds of legal expenses.	·15	VIII. *Miscellaneous Revenue.*	
13. Miscellaneous	6·91	(vi) Miscellaneous.. ..	3·01
		X. *Pensions.*	
		(i) Pension deductions ..	7·58
	20·58		11·57

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CHAPTERS (WITH VOTES) IN 'IRAQ BUDGET, 1924—*continued.*	*Yield (estimated) Lakhs.*	EQUIVALENT SECTIONS (WITH ARTICLES) IN TURKISH BUDGET, 1911—*continued.*	*(Yield in lakhs of rupees at 7·5 piastres to the rupee).*
1. *Taxes on land and other natural produce and Revenue of Government Property.*			
IV. *Customs and Excise.*		III. *Indirect Taxes.*	
14. Import Duties	173·00	(i) Liquor Excise ..	·64
15. Export Duties	9·50	(ii) Tobacco vend Licenses	·03
16. Transit Duties.. ..	9·00	(iii) Customs	50·75
17. General	2·28		
18. Miscellaneous	·75		
19. Liquor Excise ..	12·75		
20. Salt Excise	4·42		
21. Tobacco Excise ..	21·97		
22. Opium	·87	IV. *Monopolies.*	
23. Miscellaneous	·04	(i) Salt	3·32
	234·58		54·74
V. *Posts and Telegraphs.*		IV. *Monopolies.*	
24. Postage and Message Revenue.	24·54	Posts and Telegraphs and Telephones.	5·34
25. Miscellaneous	5·08		
	29·62		5·34
VI. *Other Government Services and Institutions.*		II. *Stamp Taxes, etc.*	
26. Court fees and fines ..	14·00	(ii) Court and Notarial fees.	2·00
27. Tapu	9·00	(iii) Fees on registration of title	2·08
28. Health Services ..	1·95		
29. Schools	1·17		
30. Police	·95		
31. Army	·10		
32. Jails	·43		
33. Publications	·29	IV. *Indirect Taxes.*	
34. Public Works Department.	7·20	(iv) Port and Navigation Dues.	·51
35. Irrigation Department	·42	(vi) Veterinary fees ..	·13
36. Survey Department ..	·25		
37. Chief Navigation Authority.	1·22	VIII. *Miscellaneous Revenue.*	
38. Government Press ..	2·12		
39. Stationery Department	2·67	(v) Fines	·13
40. Agricultural Department.	·50	(vii) School fees	1·04
41. Veterinary	·36		
	42·63		5·89
Total	509·97	Total	206·57

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This sum of 206·5 lakhs, however, is not the total income derived from these territories in 1911. There are other items which, having no counterpart in the Budget of 'Iraq, do not find a place in the above table. They include the following, viz. :—

(*a*) "Temettu," which in 1911 produced 3·95 lakhs from the three wilayets comprising the present 'Iraq State.

(*b*) Payments for exemption from military service, which produced 6·95 lakhs.

(*c*) Road Tax which produced 1·22 lakhs.

and various other items including certain "central" receipts which perhaps represent a total of 2 lakhs.

This sum of approximately 14 lakhs must, therefore, be added, and this brings the total to 220 lakhs in round figures.

On the other hand, there are numerous activities provided for in the present 'Iraq estimates of receipts which apparently did not exist in 1911, e.g. earnings of the Departments of Health, Police, Army, Jails, Public Works, Irrigation, Survey, Government Press, Government Publications, Stationery and Agriculture, representing perhaps a total of 17 lakhs, which, to make the comparison fair, should be deducted from the 'Iraq estimates for 1924.

The comparative figures then would be approximately 492 and 220, a difference of 272 lakhs.

Now, 179 lakhs of this sum is the result of an increase in the Customs and Excise revenue, the figure for Customs alone being 123 lakhs. This immense increase is due partly to higher tariffs (the average rate being 15 per cent. against 11 per cent. in 1911) operating on a generally higher price level of commodities, and partly to the diversion of trade routes owing to which Persian consumption is more largely satisfied through 'Iraq routes.

Although very large sums of money have been expended on irrigation works, it will be observed that there has not been a very material increase in the receipts from taxes on land produce, particularly having regard to the higher relative prices of such produce. The question requires more careful investigation than can, in the absence of the necessary data, be given to it in this note, but if the facts are as appear from the above, a careful review of irrigation and agricultural policy appears to be demanded.

Turning now from the above suggestive comparisons with pre-war conditions, we may consider the changes that have occurred in recent years. The total revenues in each of the three years 1922, 1923 and 1924 (the last are of course only estimates) are :—

	1922.	1923.	1924.
Rs. lakhs	471	501	510

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The important chapters from the point of view of taxation are I, II and III (IV in the latest Budgets). Customs and Excise have advanced 20 lakhs (or rather less than 10 per cent. in the three years). But this is partly due to increased tariffs, of which the following have been introduced during the period in question:—In April, 1922, the export duty on dates was increased from 1 to 3 per cent. *ad valorem*, and the duty on sugar and motor vehicles from 15 to 20 per cent. *ad valorem*; the duty on spirits was also raised.

In April, 1923, the duty on rice and wheat flour was increased from 11 to 15 per cent., and on tea, carpets, cocoa, coffee, silk and perfumery from 15 to 20 per cent. *ad valorem*; the duty was also raised again upon spirits.

In October, 1923, a surtax of Re. 1 was charged for every 5,000 cigarette papers imported. No change in the tariff has been introduced up to date in 1924.

On the other hand, there has been a decrease in the local expenditure of the British Government on the services maintained by them in this country.

The prospects of Customs revenue in the future are not easy to foretell, partly because of its dependence on the unknown and uncontrollable factors of the Persian market, and partly because there has been no opportunity of collecting systematic statistical data on the subject. (Such information as is available will be found in the published Reports of the Department of Customs and Excise.) But it would be imprudent to count on Customs receipts as an expanding, or even a steady, source of revenue. A large drop in the near future would not be surprising. As regards the revenue derived from stamps, this must remain a very limited source of revenue until business conditions improve on a large scale. There is no immediate indication of this.

There remains the revenue derivable from land and its produce. Agriculture being 'Iraq's primary industry and source of wealth, it is to the revenue from this source that the Finance Ministry should look for its main support. As has been shown, however, in the preceding paragraphs, this branch of revenue has not shown a steady expansion since 1911; the actual increase has been small, and is largely explicable by the higher level of prices. It is not clear, in fact, that there has been any real increase at all. It is true that 143 lakhs with the 1923 prices represents a better revenue than 145 lakhs in 1921, but the difference may be due to an improved collection of arrears. The problem, then, is how to turn to better account for the Treasury (as well as for private ends), the potentialities of wealth in the agriculture of 'Iraq. Does the remedy lie in a change of the revenue system, or in better public administration, or in improved methods of cultivation and marketing, aided by the natural processes of time and season?

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Probably in all three combined, but since the first two are more directly within the province of the Finance Ministry, it is to them that the following remarks will be directed.

The land revenue system (by which is here meant the principles on which the assessment of the Government share is made) of 'Iraq to-day is very much the same as the Turkish system in force in these territories in 1911, the principal divergence consisting in the discontinuance of the "impôt foncier" or tax on land values, which existed formerly in the Mosul Wilayat. Briefly described, the assessment consists of a tenth of the produce, to which is added a further 10 per cent. in the case of Tapu (or permanently leased) lands supplied with Government water, and up to a further 20 to 30 per cent. in the case of land of which the Government remains the actual landlord. There are also certain cases of assessments on a unit of land (according to various methods of computation) fixed for a period of years; but these "fixed" assessments follow the same theory of the percentage due to Government.

The assessment on Tapu land presents no great difficulties of principle, but that on Miri lands in which the occupancy right has not been alienated, varies in different localities, owing to factors which have not hitherto been very clearly defined. In theory, perhaps, a landlord is a landlord, neither more nor less; but in practice the Government exercises its functions as landlord in widely differing degrees of completeness. The variations are governed rather by accident than by design, and may in many cases remain unperceived and unacknowledged. It results, then, that uncertainty prevails as to the exact share which the Government should demand in different localities.

Miri Lands (*Rates of Government Share*).

Liwa.	*Percentage of Revenue.*
Baghdad	20 and 30.
Hilla	30
Karbala	30
Muntafiq	27½
Mosul	17½
Kut	20 and 25.
'Arbil	17½
Dulaim	25 and 30.
Kirkuk	15, 20 and 36.
Diwaniya	25 and 30.
Diyala	36
'Amara	Farmed.
Basra	Fixed Jarib Tax.

Theoretically, the Government may no doubt demand the full 40 per cent. in all cases of Miri land irrigated by flow. In practice, any attempt to do so at present would be bound to fail, as in fact the attempt which was made in 1922 failed.

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One of the main preoccupations, therefore, of the Revenue Department of the Finance Ministry during the last year has been to discover and formulate a juster and more practicable method of assessment, which will take account of the amount of time and money spent by Government in performing its duties as landlord.

Until this has been achieved, it does not appear possible to devise a satisfactory agrarian system, giving the desired continuity of tenure to the cultivators with an adequate return to Government as landlord. It has, in fact, been asserted as a general proposition, that, under present conditions, the larger the Government demand the smaller the revenue collected—not merely relatively but actually. The explanation perhaps lies in the psychological fact that a claim based on grounds of proved reasonableness is more effective than one based on theory, having no relation to the actual conditions of the case.

It may perhaps be contended that the tapu system (which consists of a permanent alienation, subject to practically continuous cultivation) provides the continuity of tenure necessary to permit of agricultural improvements. But in effect that is not the case. There are two main reasons for this. First, the system is defective in itself in that its conditions are too lax to provide the necessary stimulus to exertion ; the penalty for neglect is never enforced, and a practice of absentee landlordism has been allowed to grow up, vitiating the system at its source. The second reason is that the system is inapplicable to tribal areas, which are in general uncongenial to progressive settlers owing to the insecurity of private rights.

Moreover, even if the tapu system were more efficacious in itself, anything like a permanent alienation of Government land is undesirable in a country where the irrigation system is so incomplete, and where the fullest power of securing a proper return on the large capital outlay necessary for irrigation development should be retained in the hands of Government, which alone, broadly speaking, can be expected to incur such outlay.

The examination of the subject, therefore, made in the Finance Ministry leads to the conclusion that the present tapu system does not provide a satisfactory basis for the settlement of the agrarian problem. The general conclusions which have been tentatively put forward in the Ministry are as follows :—

(i) The tithe should be definitely regarded as the Government tax on cultivated land.

(ii) The right to use water by lift is covered by the tithe.

(iii) Any right on the part of the Government to demand more than the tithe is based on—

  (*a*) its position as a landlord entitled to rent (which in the case of tapu lands has been alienated) ;

  (*b*) its claim to repayment of the value of services rendered to the land.

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(iv) The Government rent will be calculated on the capital value of the land (as ascertained from records of sales and other similar evidence), at approximately twenty years' purchase.

(v) The further demand under (iii)(*b*) will be assessed with reference to the cost of the services, which will include interest and amortization charges on works, and maintenance charges.

(vi) Final assessment of demands under (iii) cannot be made until the area concerned has been surveyed and information has been collected as to the land values and costs of services.

The measure of continuity suggested, which would take the form of ten-year leases on the above basis, will provide some inducement to the cultivator to make improvements; while the limited period will permit of changes in the rent demanded in accordance with new outlay incurred (either by Government or by the cultivator) on improvements. Progress on these lines is, however, not likely to be rapid. In predominantly tribal areas it will be extremely difficult to get the tribes to acknowledge any ownership other than their own, since, at present, though theoretically only tenants-at-will, they cannot actually be evicted except by force. Political difficulties, therefore, impede progress. Further, even in areas where tribal claims are not important and where other political difficulties do not exist, a great deal of preliminary information must be collected before leases can be arranged. Constructive work of this kind, involving a departure from the existing system, requires initiative which is not easily found among the local officials; and attempts to obtain experienced British officers for this purpose have not met with success.

There are, however, a few cases in which the experiment has been tried of fixed assessments for a period of years, of which the two most important are the 'Amara muqata'ah system and the three-year leases on the land newly brought under cultivation by the Yusufiyah canal. In both cases, the assessment has been based on the old theoretical sharing system, without any conscious consideration of the contribution made by either party to the cost of development. In the former case, that of the 'Amara Muqata'ahs, the political object of maintaining powerful and friendly shaikhs as large landholders played a prominent part, and the interests of revenue were subordinated to this end. In 1922, however, the period of exemption of the 'Amara shaikhs from enhanced taxation came to an end, and in that year a careful enquiry was made by a British officer, specially deputed, with a view to finding a suitable basis for the determination of the Government share for a period of years which was subsequently fixed at three years, to be extended to five subject to revision of the assessment. The proposals put forward as a result of this enquiry involved an increase of nearly 50 per cent.; but this

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was subsequently whittled down by about one half, mainly on account of the rapid fall in prices which had occurred during the year. The revised assessment came into operation during the period under review, in 1923, and, in spite of the moderate nature of the enhancement which had enabled many muqata'ah holders to meet the new demand without apparent difficulty, a vociferous and persistent complaint arose from some of the most influential shaikhs of inability to pay, and in fact arrears of 4½ lakhs out of a total demand of 26·76 lakhs remained at the end of the financial year 1923. The complaints were reiterated at the somewhat difficult moment of the passage of the Treaty, and this circumstance no doubt lent them a special importance. But it was recognized by the Finance Ministry that there was a real economic difficulty in meeting a twenty-five per cent. increase at a single stroke, taking into account the extravagance and improvidence of many of the muqata'ah holders. If policy demanded the continuance of the old shaikhs, allowance must be made for their thriftless ways ; and though new lessees, drawn from a more business-like class and having no traditional dignity to maintain, might quite well have paid the stipulated rent, the fact remained that the shaikhs either would not or could not, and a revision of assessment became necessary, the general effect of which was to spread over a period of five years the enhancements introduced in 1922.

This was in its real character a political step. It was supplemented by a scheme for an immediate and comprehensive enquiry into the economic conditions of the liwa, including question of irrigation, of cultivation, of personal expenditure on the part of the shaikhs, of the arrangements subsisting between them and their tenants, together with a survey of all the muqata'ahs, which should enable a new assessment, based on the most accurate data possible, to be brought into force at the expiration of the present leases. The survey is now in progress, but, again, shortage of trained and experienced staff makes it extremely doubtful whether the remaining part of the enquiry can be effectively carried out.

The case of the fixed assessment leases of the Yusufiyah lands has a less pronounced political complexion, and is perhaps therefore of greater interest from a direct revenue point of view. These lands were for the most part newly brought under cultivation by the opening of the Yusufiyah canal in 1918, and the locality seemed therefore favourable for experiments. In 1922, after certain investigations into the crop out-turn of the lands, an assessment supposed to represent 36 per cent of the produce (after deducting 4 per cent. for cost of collection) was fixed in kind, and leases at this rental for three years were entered into, with certain conditions regarding mode of cultivation and a not very clear provision for remission in case of failure of two-thirds of the crop in any year. The distribution of the lands remained in the hands of the Liwa authorities. The actual amount of the annual Government share in kind was fixed at 25 kilos of wheat and 50 kilos of

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barley. Summer crops were free of rent—an immunity possible only while cotton cultivation remains in its infancy. It is beyond the scope of this note to examine the suitability of this assessment but, in view especially of the exemption of the summer crop, it can quite confidently be asserted that it is not excessive. Yet the experiment cannot be said to have succeeded, even from the cultivator's point of view. The causes of failure may be divided into classes ; they were partly inherent in the actual system, and partly unforeseen and accidental. In the winter of 1922, after the leases came into force, it became necessary to close the canal for silt clearance for an unusually long period. In the following year the season was adverse. The former of these misfortunes was certainly not allowed for in the terms of the lease, while the second which would not ordinarily justify special treatment, acquired an unexpected force from the circumstance that, in the absence of an adequate survey of holdings, the cultivators could plead an almost complete failure in one part which was in fact (but covertly) set off by their unauthorised cultivation in another part in excess of the allotted area. Here we meet the inherent defects in the system, viz., lack of a suitable survey and inadequately controlled water-supply.

In spite of the fact that the lease conditions prescribe a regular rotation of crops, experience shows that in practice the whole allotted area is, in the majority of cases, brought under cultivation in a single year ; while the water distribution, being designed in accordance with the prescribed rotation, is of course inadequate for the excess cultivation. The result is that the whole basis of the fixed assessment is undermined and rendered unreliable. An attempt is now being made to obtain both an accurate survey of all holdings and a proper control of the water-supply.

The case of the Yusufiyah fixed assessment illustrates the urgent necessity for collecting the data referred to above. All this involves a co-ordination of the work of the departments dealing with revenue administration, with irrigation, with agriculture, and with surveys, which has not yet been attained.

It is, indeed, in the improvement of administration rather than in the tightening up of taxation that there lies the chief hope of increasing the revenue from the land. When a real improvement has been effected, it may be assumed that the system of farming taxes (which is difficult to defend in principle and is justified only by its practical advantages in present circumstances) will automatically disappear. But whether the collection of taxes is made through the agency of tax-farmers or by the direct machinery of Government, it is beyond doubt that the present abuses, involving hardship to taxpayers and loss to Government, will not disappear until the revenue administration system has been radically altered. It suffers, at present, from the fact that the conduct of revenue work in the Liwa is in the hands of Mutasarrifs and Qaimmaqams, who are much engaged in political affairs,

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and also, in the present fluid state of politics, are apt to be selected on grounds other than those of their revenue experience or capacity. These officials are primarily under the control of the Ministry of the Interior, and the Ministry of Finance has no direct local representative of status higher than that of a Muhasib or chief accountant. It was owing to the desirability of maintaining units of responsibility in the districts that the Finance Ministry, shortly after its assumption of control of land revenue in 1921, accepted an arrangement under which its own officials were placed in almost complete subordination to the Mutasarrif. Events have proved that this was a mistake, and much consideration is being given to the question of creating a class of revenue officials of higher status with primary responsibility for revenue administration in the Liwas, supported by the local executive authorities. But before this scheme can bear fruit it is necessary to provide for the systematic training of officials. In the meantime an undesirably large amount of centralized control by the Ministry is necessary, assisted by the British Inspectors in the Liwas. It is no reflection on the ability and zeal of the latter to say that their usefulness in revenue matters would be the greater if they too were less involved in the ebb and flow of local politics, and were free to apply themselves more systematically to the task of giving effect to the revenue policy of the Government. Nevertheless, their presence and influence, especially when it is felt that they have the support of the British forces behind them, cannot fail to exercise a good effect both on tax collection and on the taxpayers.

During the year 1923 the Government passed a law known as the Property Tax Law, which provided for a tax of 10 per cent. on the rental value of properties situated within municipal areas. This tax was in effect the old Turkish Vergo, which was, however, in force in Mosul only out of the three Wilayats of 'Iraq. During the occupation it had not been enforced, but, on the other hand, municipalities had been permitted to impose a similar tax and most of them had availed themselves of this source of revenue. The resumption of this tax by the State necessitated certain financial adjustments with the municipalities. First, the municipal contributions to the Treasury were abolished. These contributions had been justified on the ground that the State provided certain services which were properly a municipal charge either wholly or in part. The contribution was fixed at 12½ per cent. of the sum total of (*a*) revenues of the municipality derived from taxes, and (*b*) the net revenues on municipal undertakings. Secondly, it was found necessary to make grants-in-aid to both Baghdad and Basra. The result was that though the tax produced 10·70 lakhs during the year 1923, the State lost the municipal contributions amounting to approximately 5 lakhs and gave grants-in-aid aggregating 4·50 lakhs, while the cost of administration was approximately Rs.76,000. The net gain, therefore, to the State was only Rs.44,000, approximately. In

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the current year (1924), however, the tax has been estimated to produce 17 lakhs (and there is every indication that this sum will be realised); the grants-in-aid are Rs.4·10 lakhs and the cost of administration is Rs. 91,000.

The administration of this tax has not been free from difficulties. The assessment is carried out by committees composed partly of officials and partly of non-official members. Though the former are equal in number to the latter, and though their president (an official) has the casting vote, there is no doubt that they are often unduly influenced by the non-official members, who are generally selected from among those most interested in the low assessment of the tax. There is further a general tendency on the part of the wealthy and influential to evade payment, a practice which does not appear to be condemned by public opinion.

IV.—MINISTRY OF JUSTICE.

1. The Civil Courts.

Throughout the country there are established Civil Courts of First Instance, which have jurisdiction to decide all such civil cases as are not within the exclusive jurisdiction of the Religious Courts.

When the Civil Courts of First Instance were established in 1918 they were each composed of three judges, following the Turkish judicial system, and were set up at Baghdad, Basra, Hilla, Mosul and Ba'quba only. Later on it became apparent that it would be financially impossible to extend the system to all Liwas on account of the large number of judges required. The Single Judge Court, an experiment which had been tried with success by the Turks, was therefore called into being, and Courts of First Instance, composed of a single judge invested with the full powers of a Court of First Instance, were set up at 'Amara, Nasiriya and other places.

Appendix I to this section sets out the list of Civil Courts established at the end of 1924, there being the five Bench Courts above mentioned and nine Single Judge Courts, as well as those courts in the Mosul area which are visited by a touring single judge. The single-judge system has been further extended, owing to the heavy amount of business in the courts of the larger towns, and most of the judges of the Courts of First Instance are invested with single-judge powers, limited to the decision of suits of a value of 3,000 rupees, so that the full benches are relieved of the smaller cases.

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Appeal lies from Courts of First Instance, whether composed of benches or of single judges of full or limited powers, direct to the Court of Cassation in Baghdad, and there is no further appeal. That court does not act entirely as a Court of Cassation, but, in those cases in which appeal lay to the Courts of Appeal under the Turkish Code of Civil Procedure, it deals with the matter in the manner prescribed for appeals, while in other matters it acts by the shorter procedure of revision only.

Small causes, i.e., suits of value not exceeding 750 rupees, and not involving the title to land, are decided by the Peace Courts, which are established at the places mentioned in Appendix I. * Wherever, in that appendix, a Court of First Instance, but no Peace Court, is mentioned, the single judge or one of the judges of the bench sits as a Peace Court to decide the smaller cases by the simple procedure of the Peace Court. At some other places, where there are a few Peace Court cases, but not enough to justify the appointment of a civil judge, the Qadhi of the Religious Court is empowered to hear suits as peace judge, generally with jurisdiction limited to suits of the value of 300 rupees.

From the decisions of the Peace Courts there is no appeal, but there is a direct recourse to the Court of Cassation for revision. The court, in addition to the powers possessed by the Turkish Court of Cassation of setting aside the judgment and ordering a new trial, may, if it has the necessary facts before it, give a final judgment in the case.

Four years ago it was hoped that it would be possible to provide for a second appeal in civil matters of importance, and to establish both a Court of Appeal and a Court of Cassation in Baghdad. To that end provision was made by law for the establishment of a Court of Cassation when convenient, the existing Court of Appeal to act, in the meantime, as a Court of Cassation as well as a Court of Appeal. It has not yet been found possible to establish the court, neither money nor suitable judges being available. The new courts' law, which will be placed before Parliament at the first opportunity, makes no provision for both courts, but for a Court of Cassation only, and the present court, which is, in fact, the old Court of Appeal, will continue to act in both capacities. The court is now overburdened, and additional judges will require to be appointed if the business is to be disposed of with thoroughness and without unreasonable delay.

The law administered in the Civil Courts consists of :—

(*a*) The body of Ottoman legislation in force at the date of the Occupation, so far as the same has not been altered by local legislation since that date.

(*b*) The proclamations, rules and laws of the military and other Governments which have exercised authority in 'Iraq since the Occupation.

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* *See* page 153.

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The Turkish Civil Code, or "*Majalla*," is the foundation of Ottoman legal principles. It was published in 1869, and is a compilation of Mohammedan law as accepted by the Hanafite Sect. Archaic and useless in many ways, it requires much revision to adapt it to the requirements of the present day, but it is held in much respect by the inhabitants of 'Iraq and revision must be undertaken with the greatest care. A commission is now sitting in Turkey for the purpose of revising the *Majalla*, and the result of their efforts is awaited with interest.

Commercial transactions are governed by the Code of Commerce, so far as concerns bills of exchange, partnerships, bankruptcies and commission agents. It is a translation, with some omissions, of the corresponding sections of the French Code

2. The Criminal Courts.

There are four classes of Criminal Courts :—

(1) Courts of Session, which may inflict any punishment authorised by law.

(2) Courts of Magistrates of the first class, which may award a sentence not exceeding two years' imprisonment, or three months summarily.

(3) Courts of Magistrates of the second class, which may award a sentence not exceeding six months' imprisonment, or six weeks summarily.

(4) Courts of Magistrates of the third class, which may award summarily a sentence not exceeding one month's imprisonment.

All civil judges are magistrates of the second class, while a large number of them, including all British judges, have first-class powers.

A Court of Session is invariably composed of three magistrates. In places where the Court of First Instance consists of a bench of judges, those judges can form the court, but in other places it is necessary for judges to be sent out specially to form the courts.

All findings and sentences of Sessions Courts are submitted to the Court of Cassation and do not take effect unless confirmed by that court, which has also power to vary sentences. It is for consideration whether submission for confirmation as a matter of course should not be restricted to heavy sentences, in order to reduce the work in the Court of Cassation, leaving the appeal to that court in other cases to be a matter of right. The findings and sentences of magistrates do not require confirmation, but, if the sentence exceeds that which a magistrate can impose summarily, appeal lies to the Court of Sessions.

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The Court of Cassation has also a general right of revision of the proceedings of any Criminal Court, and a Court of Sessions has the right of revision of the proceedings of any court subordinate to it.

The Criminal Courts observe the Baghdad Criminal Procedure Regulations, and apply the Baghdad Penal Code and the penal articles of other laws.

These two codes were promulgated in 1918 and were introduced for the purpose of simplification of the criminal law, the Ottoman Code of Criminal Procedure and the Ottoman Penal Code being complicated, ill-arranged, and unsuited to the administration of criminal justice, which, at that time, was largely in the hands of British military officers. The Criminal Procedure Regulations are based on the Sudan Code of Criminal Procedure, which is itself based on the Indian Penal Code. It is simple to understand and, in general, has met with enough success to justify its being retained in its present general form. It is now being redrafted with such alterations and additions as have been shown to be necessary.

The Baghdad Penal Code is framed on the pattern of the Egyptian Penal Code, and embodies many sections of the Ottoman Penal Code. Time has shown that it requires a good deal of amendment and enlargement and it is now being redrafted, but its present general form will be retained. The law has been the subject of much unmerited criticism, to a large extent fostered by lawyers who, accustomed to the Turkish codes, found it inconvenient to study the new ones.

3. The Religious Courts.

The Religious Courts consist of :—

(*a*) The Shar'ah or Moslem Courts.
(*b*) The Jewish Ecclesiastical Courts.
(*c*) The Christian Ecclesiastical Courts.

The Shar'ah Courts exercise exclusive jurisdiction in matters of the personal status of Moslems, and matters connected with the administration of their *waqf*.*

Appendix II† to this section shows the present distribution of the Courts, there being courts at many places throughout the country and a Court of Revision in Baghdad. It will be noted that some of the *Qadhis* are Sunnis and some are Shi'ahs, while there are both Sunni and Shi'ah Benches in the Court of Revision. Before the Occupation the Shar'ah Courts were exclusively Sunni. After the Occupation it was considered necessary, in view of the large proportion of Shi'ahs among the population of 'Iraq, to allow the Shi'ahs to apply their own personal law which differs from the Sunni law in some important respects. It was then arranged that Shi'ah cases of personal status should be brought in the Civil

* Charitable bequests. † *See* page 154.

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Courts and transferred by the Court to Shi'ah jurists. Such jurists were appointed at various places and received salaries. The system was later carried to its logical end and, in 1923, a law was passed whereby *Qadhis* could be either Shi'ah or Sunni, and should be appointed having regard to the prevailing sect in the locality. By the same law a Shi'ah Bench was established in the Court of Revision.

The system has not been entirely successful, partly owing to the difficulty of finding Shi'ahs with the ability to carry out their duties in a methodical manner, and partly to the impossibility of finding Shi'ahs who can fulfil the duties of Peace Judges, a necessary qualification where there is little work. It will be noted that in some places the Civil Judge is invested with powers of a *Qadhi* and sits as a Shar'ah Court. The reason for this is, as in the case of *Qadhis* acting as Peace Judges, the necessity for keeping down the number of the judicial staff in places where there is little work.

The Jewish and Christian Ecclesiastical Courts sit in Baghdad, and have exclusive jurisdiction to decide suits relating to marriage, divorce, dowry and maintenance payable to husband and wife. These courts have not yet been included in the judicial system, and legislation is required in the near future to provide for their proper establishment, in accordance with the Organic Law which provides that they shall have jurisdiction in the following matters :—

(*a*) In matters of marriage, divorce, separation, maintenance and the attestation of wills where the same are not attested by the Notary Public, except such matters as are within the jurisdiction of the Civil Courts, so far as concerns members of their own communities other than foreigners.

(*b*) In other matters of personal status concerning members of the communities, if both parties so agree. The personal status cases of Jewish and Christian foreigners are within the jurisdiction of the Civil Courts.

4. Foreigners' Cases.

By the Judicial Agreement, annexed to the Anglo-'Iraq Treaty, provision is made whereby foreigners who are parties to civil and criminal proceedings may claim that their cases be heard by a court which includes a British judge or judges ; that is to say :—

(1) Where the court consists of a single judge, e.g. a Criminal Magistrate's Court or a court of a single judge in civil matters, the judge shall be British.

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(2) Where the court consists of three judges, e.g. Bench Courts of First Instance in civil matters, Courts of Session, and the Court of Cassation, there shall be at least one British judge who shall preside.

(3) Where the court consists of five judges, e.g. the Court of Cassation in full bench, there shall be at least two British judges, one of whom shall preside.

It is further provided that the house of a foreigner shall not be entered by the judicial or administrative authorities without a warrant signed by a British judge. In cases where a British judge is not available, or where the police are by law allowed to enter houses without warrant, entry into a foreigner's house must be reported forthwith to the nearest British judge.

This special constitution of courts has been devised to take the place of the judicial capitulations formerly enjoyed by foreigners in Ottoman Dominions, and, for the purposes of the agreement, the expression " foreigners " has been limited to the nationals of any European or American State which formerly benefited by capitulations in Turkey and did not renounce the same by an agreement signed before the 24th July, 1923, and of any Asiatic State which is now permanently represented on the Council of the League of Nations. The expression " foreigners " also includes corporations constituted under the laws of such State and religious or charitable bodies wholly or mainly composed of nationals of such States.

These arrangements are not new, and are, with slight variation, merely a confirmation of what has been in force for several years. When the courts were first opened, after the military occupation, a large number of British judges were employed, and foreigners' cases came before them as a matter of course. Later, the number of British judges was reduced, and it became necessary to make special provision for the hearing of foreigners' cases. Instructions were accordingly issued to the courts by the Judicial Secretary, in 1919, detailing the arrangements above mentioned, but nothing was done to give them the force of law. The arrangements worked quite smoothly, and the law, which, now that the Anglo-'Iraq Treaty and Agreements have been ratified, will, it is proposed, shortly be introduced to implement the provisions of the Agreement, will involve no changes in the business of the courts.

5. Jurisdiction over Members of the British Military Forces.

The Military Agreement, annexed to the Anglo-'Iraq Treaty, provides for the limitation of the jurisdiction of the local courts in certain matters, criminal and civil, where members of the British military forces are concerned, and for the special composition of Criminal Courts for the trial of grave offences against such forces. These matters will be dealt with by legislation, probably in the law regulating the trial of foreigners' cases

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6. Extradition of Offenders.

The extradition of fugitive criminals is regulated by the Extradition of Offenders Law, 1923. It is provided that, where a requisition is made to the 'Iraq Government by the Government of a foreign State for the surrender of any fugitive criminal of that State who is, or is suspected of being, in 'Iraq, the Government may, if it thinks fit, issue order that an enquiry be made into the case and on completion of such enquiry, if the Government consider that the criminal ought to be surrendered, it may issue a warrant for the removal of the criminal and for his delivery at a place and to a person named in the warrant.

It is thus open to the 'Iraq Government to deliver up a criminal in spite of there being no extradition treaty with the country requesting the extradition. There is thus no difficulty in the way of the 'Iraq Government conforming to the extradition treaties made between Great Britain and other Powers until such time as 'Iraq shall be in a position to conclude her own treaties. Nevertheless, provision is made in the law for the conclusion of treaties, and it is stated in Article 16 that " Nothing in this law shall derogate from the provision of any treaty or agreement for the extradition of offenders and the provisions of this law shall be modified accordingly."

Up to the present, extradition proceedings in relation to India, Persia and Syria only have been under active consideration. In the case of India, no convention has been concluded, but ever since the Occupation the two countries have afforded each other reciprocal facilities in this respect, and requisitions are constantly passing between the two Governments. A provisional agreement has been concluded with Persia, which covers all offences, except those of a political or military nature. As regards Syria, proposals have for some time been on foot for the conclusion of a Convention on the lines of that concluded between Palestine and Syria, but these have as yet led to no definite result.

7. Commissions Rogatoires.

It is provided in the proclamation under which the courts are established that any court may, in pursuance of an order issued by the Minister of Justice in that behalf, hear and record the evidence in matters relating to judicial proceedings pending in the courts of foreign countries. It is thus open to the Minister to accept commissions received from other countries, whether there be or not an agreement to that effect with the country transmitting the commission, and some received through the diplomatic channel have, in fact, been executed. In the case of concluded Conventions the procedure follows the agreement.

Conventions for the service of documents have been established with Syria and Palestine, indicating the channels through which

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documents shall be transmitted, and there is a working arrangement with the Government of India, whereby documents are exchanged direct by the courts concerned. 'Iraq also benefits by the Anglo-French Convention for the service of documents in France.

Much difficulty was experienced by the courts in the administration of oaths to litigants in foreign countries, but that has now been overcome by arrangements being made for the oath to be sworn before British Consuls. The requisite form of oath is transmitted to the Consul concerned through the High Commissioner.

8. Execution of Foreign Judgments.

This is a matter which is now engaging the attention of the judicial authorities. The 'Iraq lawyers appear to be generally inclined to the opinion that no action can be brought in an 'Iraq court founded on a foreign judgment, and that in the absence of a treaty the original cause of action must, in every case, be enquired into. They point out that, although they are unable to indicate any Turkish jurisprudence on the subject, the Turkish Government in recent years passed a law permitting such actions, subject to reciprocal treatment secured by treaty with the country concerned. The matter has not yet come up in an acute form, but must be dealt with by legislation in the near future.

It is also under consideration whether an attempt should be made to arrange for the mutual execution of judgments for maintenance issued by the Moslem Religious Courts of 'Iraq and Syria. The judgments referred to would be limited to maintenance in favour of the wife or children of the body of the defendant, and, in view of the small amounts involved and the expense incurred in obtaining a fresh judgment in a foreign country, the matter is worthy of consideration, provided that satisfactory evidence is afforded of the defendant having had proper opportunity to appear and defend.

9. Staff.

With the exception of the adviser and four British judges the entire judicial staff is 'Iraqi. Of the British judges, Mr. G. Alexander is President of the Court of Cassation, and Messrs. A. MacLaren, J. Pritchard and J. Woodman are Presidents of the Courts of First Instance at Baghdad, Mosul and Basra respectively. A fifth British judge will be obtained as soon as the Ministry is in a position to offer a contract.

The British judges are not merely engaged in foreigners' cases, although such matters take up a good deal of their time.

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They also superintend the general administration of their courts, and sit in the more important civil and criminal cases. That their presence is needed, apart from the rights of foreigners, is abundantly evident both from the manner in which the 'Iraqi judges rely on them for support in any case which occasions public feeling and may lead to intimidation, and from the fact that it is rare to find an 'Iraqi judge who has enough authority among his fellows to enable him to regulate business so as to keep down arrears of work.

The 'Iraqi judges are, on the whole, well spoken of and have a good knowledge of the law which they administer. There are too many of them who suffer from lack of experience, and there appears to be a danger that several of the older ones will leave the service to go into Parliament. There are plenty of lawyers available for judicial posts, but they are, as a general rule, too young to be entrusted with the duties of Single Judges.

10. Advocates.

There are now 130 advocates practising before the courts, of whom 74 are at Baghdad, 29 at Mosul and 21 at Basra. With a few exceptions, all have graduated at the Constantinople or Baghdad Law School. The exceptions are those who, although holding no diploma were in possession of permits to practise issued by the Turkish Ministry of Justice before the Occupation, and were allowed to continue to practise after passing a special examination.

Apart from a few of the leading advocates, the general standard of legal practice is low. This is due, not to ignorance of law, but to the slack and dilatory methods adopted in the preparation of cases and to the complacent manner in which the courts were formerly wont to grant adjournments. Some improvement has now been effected by mulcting dilatory parties in the costs of adjournments occasioned by their negligence.

There has been some movement towards the formation of a Bar Association, but the political activities of a number of young lawyers have rendered that undesirable for the present, though the Ministry has now under consideration the formation of a Committee of Discipline composed of judges and advocates in order to give the advocates a voice in such matters.

11. General.

Statistics of the work of the courts for the period 1st January to 31st December, 1924, show a general increase in all branches of the courts. These increases may be compared generally with the figures for the year 1920.

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The most marked increase in business is in the Peace Court. In 1920, the Basra Peace Court dealt with 2,514 cases; in 1924, with 6,657; while the total dealt with throughout the country in 1920 was 10,615 as against 30,422 in 1924.

The Courts of First Instance show a steady increase in business, the number of cases instituted throughout the country being 2,342 in 1924 as against 1,633 in 1920. The court fees have, however, decreased, for the reason that there was, during the earlier years after the Occupation, a large influx of debt cases arising out of the moratorium, but they have now finished and the time of the courts is largely taken up with the more complicated and, from the point of view of the courts' revenue, less lucrative land title cases.

The statistics of the Summary Criminal cases show that in 1924, 14,663 cases were dealt with, 21,126 persons tried, and 11,635 persons convicted. These figures are not satisfactory. The Criminal Magistrate at Baghdad states that the small percentage of persons convicted is due to the large number of petty assault and defamation cases in which complainant receives satisfaction at the last moment.

Of the graver criminal offences the President of the Court of Cassation writes :—" Brutal murders continue, armed robbery is common and extremely callous crimes of killing women for sexual misconduct abound." He also points out that according to the Judicial Blue Book for 1922 in England there were 60 cases of murder, while in 1924 there were tried in 'Iraq 72 cases of murder, in addition to 62 cases of homicide, many of which would be classed in England as murder, but are here classed as homicide without premeditation, owing to the very stringent proof of premeditation required by the 'Iraq courts.

The total revenue for the period from the 1st of January to the 31st of December, 1924, was 14 lakhs and the expenditure 13·57 lakhs. There were, however, a number of judicial appointments (including that of the extra British judge) vacant for part of the year and the surplus is unusual. Making due allowance for the appointment of all necessary judges, there is reason to hope that justice will in the future pay its way. The revenue can be increased in two ways :—by a more zealous scrutiny of the valuation of cases, which, especially in land cases, often escape very lightly in court fees, and by the more rigorous collection of fines, which amounted to 2·76 lakhs in the past year. In response to instructions issued by the Ministry, magistrates generally avoid awards of simple imprisonment in small cases and inflict fine instead, but even so the fines are not paid and are expiated by imprisonment in default. A more rigorous application of the distress warrant will have the twofold advantage of increasing the revenue and decreasing the number of idle prisoners.

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APPENDIX 1.

THE CIVIL COURTS.

Court of Cassation	1 British President. 5 Judges.
Baghdad Liwa :—	
Court of First Instance, Baghdad, consisting of two chambers ..	1 British President. 6 Judges.
Criminal Court, Baghdad	3 Magistrates.
Peace Court, Baghdad	2 Peace Judges.
,, ,, Kadhimain	1 ,, ,,
,, ,, Samarra	1 ,, ,,
Dulaim Liwa :—	
Court of First Instance, Ramadi ..	1 Single Judge.
Peace Court, 'Ana	1 ,, ,,
,, ,, Falluja	1 Qadhi (limited powers).
,, ,, Hit	1 ,, ,, ,,
Diyala Liwa :—	
Court of First Instance, Ba'quba ..	1 President. 2 Judges.
Peace Court, Diltawa	1 Peace Judge.
,, ,, Mandali	1 ,, ,,
,, ,, Shahraban	1 Qadhi (limited powers).
Court of First Instance, Khanaqin ..	1 Single Judge.
Hilla Liwa :—	
Court of First Instance, Hilla ..	1 President. 2 Judges.
Peace Court, Musaiyib	1 Peace Judge.
,, ,, Hindiya	1 Qadhi (limited powers).
Diwaniya Liwa :—	
Court of First Instance, Diwaniya ..	1 Single Judge.
Peace Court, Samawa	1 Qadhi (limited powers).
Karbala Liwa :—	
Court of First Instance, Karbala ..	1 Single Judge.
,, ,, ,, Najaf ..	1 ,, ,,
Basra Liwa :—	
Court of First Instance, Basra ..	1 British President. 3 Judges.
Criminal Court, Basra	1 Magistrate.
Peace Court, Basra	1 Peace Judge.
,, ,, Qurna	1 ,, ,,
'Amara Liwa :—	
Court of First Instance	1 Single Judge.
Peace Court, 'Ali Gharbi	1 Peace Judge.
Muntafiq Liwa :—	
Court of First Instance, Nasiriya ..	1 Single Judge.
Shatra and Qal'a Sikar	Touring Peace Judge.
Mosul Liwa :—	
Court of First Instance	1 British President. 2 Judges.
Criminal Court, Mosul	1 Criminal Magistrate.
Peace Court, Mosul	1 Peace Judge.
Court of First Instance, Dohuk ..	These four places are visited by a Touring Single Judge. There is also a Peace Court at each place, the Qadhi sitting as Peace Judge with limited powers.
,, ,, ,, Zakho ..	
,, ,, ,, Amadia ..	
,, ,, ,, 'Aqra ..	
Peace Court, Tall 'Afar	These two places are visited by a Touring Peace Judge. The Qadhi of Tall 'Afar also has limited Peace Judge's powers.
,, ,, Sinjar	

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Kirkuk Liwa :—
Court of First Instance, Kirkuk .. 1 Single Judge.
Peace Court, Kirkuk .. .. 1 Peace Judge.
„ „ Kifri .. .. .. 1 Qadhi (limited powers).
„ „ Koi Sanjaq .. .. 1 Qadhi (limited powers).
Court of First Instance, 'Arbil .. 1 Single Judge.
Kut Liwa :—
Court of First Instance, Kut .. 1 Single Judge.
Peace Court, Sirah .. .. .. 1 Peace Judge.
„ „ Badra .. .. 1 „ „
„ „ Hai .. .. .. 1 „ „

APPENDIX 2.

THE MOSLEM RELIGIOUS COURTS.

Shar'ah Courts of Revision { Sunni Bench / Shi'ah Bench } Each composed of a President and two Members.

Shar'ah Courts.

Baghdad Liwa :—

Baghdad	1	Shi'ah *Qadhi*.
	1	Sunni *Qadhi*
	1	Assistant *Qadhi*.
Samarra	1	Sunni *Qadhi*.
Tikrit	1	„ „
Kadhimain	1	Shi'ah *Qadhi*.

Hilla Liwa :—

Hilla	1	Sunni *Qadhi* (Single Judge)
Hindiya	1	Shi'ah *Qadhi*.
Musaiyib	1	Sunni *Qadhi* (Peace Judge).

Karbala Liwa :—

Karbala	1	Shi'ah *Qadhi*.
Najaf	1	„ „

Diwaniya Liwa :—

Diwaniya	1	Sunni *Qadhi* (Single Judge).
Samawa	1	„ „

Kut Liwa :—

Kut	1	Sunni *Qadhi* (Single Judge).
Badra	1	„ „ (Peace Judge).
Sirah	1	„ „ (Peace Judge).

'Amara Liwa :—

'Amara	1	Shi'ah *Qadhi*
'Ali Gharbi	1	Sunni *Qadhi* (Peace Judge).

Mosul Liwa :—

Mosul	1	Sunni *Qadhi*.
Amadia	1	„ „
Zakho	1	„ „
Tall 'Afar	1	„ „
Dohuk	1	„ „
Aqra	1	„ „
Sinjar	1	„ „

Diyala Liwa :—

Ba'quba	1	Sunni *Qadhi*.
Shahraban	1	„ „
Mandali	1	„ „ (Peace Judge).
Khanaqin	1	„ „
Diltawa	1	„ „ (Peace Judge).

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Dulaim Liwa :—

Ramadi	1	Sunni *Qadhi*.
Falluja	1	„ „
Hit	1	„ „
'Ana	1	„ „ (Peace Judge)

Basra Liwa :—

Basra	1	Sunni *Qadhi*.
	1	Shi'ah *Qadhi*.
Qurna	1	Sunni *Qadhi* (Peace Judge).

Muntafiq Liwa :—

Nasiriya	1	Sunni *Qadhi* (Single Judge).
Shatra and Qal'a Sikar	1	„ „ (Touring Judge).

Kirkuk Liwa :—

Kirkuk	1	Sunni *Qadhi*.
Kifri	1	„ „
Arbil	1	„ „
Koi Sanjaq	1	„ „

There are also Sunni *Qadhis* at some of the outlying places in Kurdistan, e.g., Shaqlawa, Halabja and Ruwandiz. These are appointed by the administrative authorities. They receive nominal pay, their duties are of the simplest nature and they have, as a rule, no knowledge of judicial methods.

V. MINISTRY OF DEFENCE.

1. General Remarks.

The 'Iraq Army, which has now reached a strength of just under 7,500 men, is organized and trained throughout on British lines, subject to certain modifications designed to meet local conditions. It comprises four regiments of cavalry, four batteries of artillery, and six battalions of infantry, with transport, medical, veterinary and ordnance services. So far no formation higher than regiment or battalion has been made, but for purposes of administration the country is divided into three districts, the headquarters of which are at Baghdad, Mosul and Sulaimaniya respectively.

The discipline of the Army is governed by the 'Iraq Army Proclamation of 1921, and the system of military law in existence, which derives from this Proclamation, is based on the Civil Code of 'Iraq, and on British military law for military offences. The rules of procedure are taken from those in force in the British Army.

The officers have so far been taken entirely from ex-officers of the Turkish Army, but no officer is taken who is not of 'Iraqi nationality, with the exception of a few Syrian officers who took part in the operations in the Hejaz against the Turks between 1916 and 1918. There are at present, however, under training, 57 cadets, who at the end of their training will be commissioned as officers.

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Recruiting is voluntary and for a period of two years only, but a number of the men re-engage for a further two years on completion of their original contract.

During the period under review was concluded the Protocol to the Anglo-'Iraq Treaty. The limited time allowed by this instrument for the completion of the military programme outlined in the Treaty necessitated an acceleration of this programme and greater efforts on the part of all concerned.

For the first time since the 'Iraq Army was formed, active operations, entailing considerable fighting and some casualties, have been undertaken and the troops engaged have shown good results for the two and a half years' work done in the 'Iraq Army.

The material assistance given to the 'Iraq Army by the Royal Air Force, both during peace trainings and during operations, has been productive of the best results. All headquarters stations and outlying detachments of the 'Iraq Army have been frequently inspected by either the Air Officer Commanding in 'Iraq or members of his staff.

A detailed account of work carried out by the Training Centre will be given. Progress has been very satisfactory and the system of centralizing training is undoubtedly the best method to adopt in view of the small number of British officers available. The reduction of four British officers and seven British other ranks as recommended by the Economies Committee seriously restricted the scope of the Training Centre and diminished the effect of its instruction in units. The number of liaison officers at present with the 'Iraq Army is insufficient to admit of even one per unit, and the application of instruction learned at the Training Centre suffers at times from the lack of a British officer to ensure that it is properly and efficiently applied. It is therefore very much to be desired that the 'Iraq Government should realize the importance of a sufficient inspecting and instructional British staff in order that progress may not be delayed.

As regards rank and file, two years, the period for which men are now enlisted, are sufficient to train the soldier, but the effective period of service of the fully trained soldier is too short to ensure a high standard of efficiency in the unit, nor is it an economical system, as a man when trained at considerable expense is lost to the Army on completion of his term of service. It is very much to be desired that some system should be introduced under which men would pass to a reserve on completion of their service so that the value of their training should not be lost.

The British Advisory Staff and liaison officers have worked throughout in the closest co-operation and on the most friendly terms with the 'Iraqi personnel, and to this such results as have been obtained may be largely attributed.

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2. Operations.

In November, 1923, and again in March, 1924, 'Iraq infantry undertook the guarding of bridges and aerodromes at certain points in the lowest Euphrates area during aerial operations. In April, 1924, a squadron of 'Iraq cavalry was called upon to assist the Police in an operation, successfully carried out, against a village near Nasiriya.

In July, 1924, began the first serious operations undertaken by the 'Iraq Army. On 19th July a column of 'Iraq Cavalry, strongly supported by armoured cars and aeroplanes, re-occupied Sulaimaniya and re-established government there. During the actual re-occupation no serious opposition was encountered, though there was a good deal of sniping. During August, however, there were frequent patrol actions, while in September the patrols were in almost daily conflict with the enemy. Sulaimaniya itself was twice attacked by hostile gatherings, but the attackers were repulsed with some loss on each occasion. Since the middle of October hostile action has been limited to sniping. Up till the end of the year, 'Iraq troops have carried out continual patrols and have co-operated with the R.A.F. by piquetting ranges which the latter had to cross in order to carry out bombing operations further afield. In these tasks both Cavalry and Infantry have taken part.

The hostilities which took place with the Turkish elements which crossed the norther frontier of 'Iraq did not involve 'Iraq Army troops. On them, however, was placed the responsibility for the Zakho area, where there was an advanced squadron of the Royal Air Force.

On the whole the way in which 'Iraq troops acquitted themselves in their first experience of warfare as a formed body may be regarded with satisfaction and speaks well for the spirit existing among the men. It is noteworthy that the period of operations has also been a period of active recruiting.

The casualties incurred to the end of the year in Sulaimaniya were 7 killed and 21 wounded.

3. Recruiting.

The total number of recruits who joined the 'Iraq Army between 1st April, 1923, and 31st December, 1924, is 8,093.

In July, 1923, the term of enlistment of the first men to join the Army expired. A very satisfactory proportion, however, re-engaged, 50 per cent. of those who had completed their two years in 1923 re-engaging for another two years while in 1924 the percentage was even higher, being 59 per cent.

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Since January, 1924, the numbers of the 'Iraq Army have been maintained at the total for which budget provision has been made and at certain periods the flow of would-be recruits has exceeded requirements, so recruiting may be said to have been extremely satisfactory.

The following table shows the sources from which the Army is recruited and the approximate numbers from each source at present in the Army.

Arabs	6,097
Kurds	819
Turcomans	552

of the total approximately 70 per cent. are tribesmen and the remainder are from the towns.

It is noteworthy that in the last five months, while the 'Iraq Army has been in occupation of Sulaimaniya, ninety men have joined the Army in Sulaimaniya itself while the large majority of the Kurds in the Army are from Sulaimaniya.

The great majority of personnel is Moslem, there being only four Christians and six Jews in the Army.

4. Military Education.

1. *The 'Iraq Army Training Centre.*—The 'Iraq Military College having been abolished from motives of economy in January, 1923, the training of specialists was thereafter wholly confined to units. This plan proved to be unsatisfactory.

It was accordingly decided to open an *'Iraq Army Training Centre,* organized upon the lines of the strictest possible economy compatible with thorough efficiency. This was done, the first courses beginning on 24th May, 1923.

The 'Iraq Army Training Centre, apart from the Cavalry School, deals with the instruction of officers, the training of specialists and the education of Military Cadets.

It is commanded by a Muqaddam, assisted by an Adjutant, a Quartermaster, and Officers in charge of the various branches of instruction.

It is under the general supervision, for Training and Administration purposes, of a Director, who is a British Officer, and he is assisted by British Officer Specialists.

All fresh officers, before appointment to the 'Iraq Army, are required to pass satisfactorily the Junior Commanders' Course at the 'Iraq Army Training Centre.

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The following statement and description of the Courses hitherto held (from May, 1923, to the end of January, 1925), will give a comprehensive idea of the scope and aims of the 'Iraq Army Training Centre.

Numbers who completed the Course.

Course and Description.	*Officers.*	*N.C.Os.*	*Total.*
1. *Senior Officers' Course (All Arms).* Duration : *Two Months.* Subjects : Tactics, simple Staff Duties, Administration, and Military Law..	44	—	44
2. *Junior Commanders Course (Infantry).* Duration : *Four Months.* Training of Platoon Commanders and Non-Commissioned Officers ..	167	145	312
3. *Musketry and Bayonet Fighting (All Arms).* Duration : *Two Months.* To train Instructors	25	96	121
4. *Signalling (All Arms).* Duration : *Six Months.* Only One Course held in 1924 ..	9	49	58
5. *Vickers Machine-Gun (All Arms).* Duration : *Three Months*	27	81	108
6. *Lewis Gun and Revolver (Infantry).* Duration : *Two Months*	34	58	92
7. *Hotchkiss Gun and Revolver (Cavalry).* Duration : *Two Months.* Three Courses so far held	10	26	36
Grand Total for All Courses	316	455	771

No mention has been made of several hundreds of recruits who were completely trained in the year 1923–24 as a separate wing of the 'Iraq Army Training Centre. Recruits are now trained at their training battalion.

The 'Iraq Military College, for the education of Military Cadets was opened in June, 1924, as a wing of the 'Iraq Army Training Centre. Cadets are accepted from the Baghdad Secondary School, the Law School, and other suitable institutions.

Certain Cadets, the sons of tribal Shaikhs, are formed into a Squad of Military Cadets and are given a separate education, suited to their standard of knowledge on arrival.

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Fifty-seven Military Cadets are now in residence, organised as nearly as possible on Sandhurst lines. They have already reached a high standard of military smartness and of efficiency in their work.

Two Military Cadets have been sent to the Royal Military College at Sandhurst to take the Cadet Course there.

2. Through the good offices of His Majesty's Government, in May, 1923, one Artillery and one Infantry Officer were sent to England to be attached to units of the British Army for one year.

A Cavalry Officer was also sent to the Cavalry School at Saugor in the autumn of 1923, to undergo the full Cavalry Officers' Course there.

The greatest value was obtained by these officers and they are now being employed as instructors in their respective branches, the Cavalry Officer as O.C. Cavalry School, the Infantry Officer as Commandant of the Cadet College, and the Artillery Officer will shortly be employed in starting an Artillery School.

Another Cavalry Officer was sent to Saugor in the autumn of 1924, and one Artillery, one Engineer and two Infantry Officers to England in November, 1924. One Cadet was sent to the Royal Military College, Sandhurst, in 1924, and it is hoped to send another early in 1925.

3. *Translation.*—The necessity for economy has greatly handicapped the essential work of translation. The work has been proceeded with steadily, but the output is far below requirements. Without the necessary training manuals the training of the Army, especially of the officers, is a difficult matter, and the policy of effecting small economies by reducing the personnel of such an essential department may well prove a short-sighted one.

5. Training.

Cavalry.

Training of Cavalry, up till the summer of 1924, was mainly individual training of men and horses, owing to the large number of recruits and remounts. Since July, operations and moves of units have hampered unit training. A very marked improvement has, however, been made in both the individual training of men and of horses.

The Cavalry School has held two courses a year for officers and N.C.O.s, during which the basis of all Cavalry training is taught. The courses are of five months' duration, with a staff ride of about 20 days at the conclusion of the course, during which both officers and N.C.O.s have been set tactical problems to solve with flag troops and flag enemy.

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Sport has been encouraged and officers have shown great improvement in and keenness for this branch of the training of a Cavalryman. Several officers have ridden winners in hurdle races, the 'Iraq Cavalry won the spring handicap polo tournament, and 29 pigs have been killed pigsticking during the staff rides.

Every unit has had officers and men trained in machine-gun work, and, with a large percentage of men re-engaging, there are prospects of good progress during the coming year.

Artillery.

Three Batteries of Artillery, one of Field Artillery (18-pdr. Q.F.) and two of Pack Artillery (2·75-in. B.L.) have carried on continuous training, with good results. A fourth Battery has been raised, and is to be armed with the 3·7-in. Q.F. Howitzer Pack Equipment. The equipment has not yet, however, been delivered from the manufacturers. The 1st Pack Battery carried out satisfactory practice at Mosul in the spring of 1924, while the Field Battery and 2nd Pack went to practice-camp near Baghdad in December. The drill was good and the officers showed that they had to a very great extent assimilated the new methods, despite the handicap imposed on them by the lack of translations. This lack has been met to some extent by lectures and notes, but the lack of official Artillery publications in Arabic is keenly felt.

Two more Batteries of 3·7-in. Q.F. Howitzer are under order, and when they arrive will replace one or both of the existing 2·75-in. B.L. Batteries.

The period of service, two years, is really too short to train N.C.O.s in the Artillery, but a considerable number of men re-engage for another two years, and N.C.O.s are found from these.

The keenness of the officers of the Artillery is a particularly encouraging sign, and there are no grounds for any despondency as to the future of this arm.

Infantry

Generally speaking considerable improvement has been made in Infantry units of the 'Iraq Army during the period under review but, unfortunately, for reasons that will be stated later, the progress made is not entirely satisfactory.

A fairly high standard has been attained in individual training and some progress has been made in Musketry, especially as far as Vickers and Lewis Gunners are concerned, but as yet insufficient advance has been made in progressive combined training, which defect may be attributed mainly to the following causes :—

(1) The period of two years' service of the rank and file is insufficient, except under the most favourable conditions, which do not exist in 'Iraq.

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(2) The exigencies of the service have necessitated the splitting up of battalions and constant moves, which, coupled with adverse weather conditions, has rendered it difficult to adhere to the programmes of training drawn up at the beginning of the year. Until the last six months no Battalion Commander has had his Battalion concentrated for any length of time, progressive and systematised training being thus seriously handicapped.

(3) A heavy and constant wastage throughout the period has occurred in all units, due to N.C.O.s and men taking their discharge on completion of their term of service, transfers and other causes, vacancies being filled as they occurred by the posting of raw recruits direct to units. Infantry Depots have now, however, been started which will undertake the training of all recruits.

COURSES.

Officers and N.C.O.s were sent to attend courses of instruction at the 'Iraq Army Training Centre.

Much benefit has undoubtedly been derived from these, but it is recommended that they be held only in the non-training season.

In conclusion, one improvement is very noticeable in all Infantry units, and that is the added zest, keenness to learn, and alertness displayed, with few exceptions, by all ranks. If this spirit is maintained and better facilities are afforded for training, satisfactory progress may be anticipated in the coming year.

6. Strength : 31st December, 1924.

Strength of Combatant Units on 31st December, 1924 :—

	Officers.	*Other Ranks.*	*Remarks.*
King's Bodyguard ..	5	165	
1st 'Iraq Cavalry ..	23	439	
2nd 'Iraq Cavalry ..	23	377	
3rd 'Iraq Cavalry ..	19	405	
4th 'Iraq Cavalry ..	19	228	Depot Regiment.
1st Field Battery ..	6	145	
1st Pack Battery ..	6	201	
2nd Pack Battery ..	6	163	
3rd Pack Battery ..	6	112	Waiting for guns from U.K.
1st 'Iraq Infantry ..	27	677	
2nd 'Iraq Infantry ..	24	645	
3rd 'Iraq Infantry ..	29	648	
4th 'Iraq Infantry ..	28	683	
5th 'Iraq Infantry ..	29	1,255	Depot Battalion.
6th 'Iraq Infantry ..	18	155	In formation.
1st Transport Company	4	213	
2nd Transport Company	4	239	
	276	6,750	

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7. Ordnance Services.

The Regulations for the Ordnance Services are based on those of the British Army, with certain modifications to suit local conditions.

Ordnance repair shops exist and deal with all minor repairs which are carried out there. Provision of skilled labour has been a difficulty, but the Government of India has consented to allow men to be trained in India, which will eliminate this difficulty in the future.

As regards supply of clothing, stores, etc., the provision of all articles possible to obtain locally is open to local tender. Articles purchased in the United Kingdom, including all arms, ammunition and vehicles, are purchased through the Crown Agents for the Colonies, whose assistance to the 'Iraq Army has been invaluable.

The arms and equipment of the Army are all of British pattern to facilitate replacement.

8. Budget (1923–24 and 1924–25).

The Budget for the year ending 31st March, 1924, was originally Rs.66,52,326, but consequent upon authority being received for an increase of strength, a supplementary budget was prepared amounting to Rs.13,97,012. This brought the total for the year to Rs.80,49,338.

A saving was effected on this of Rs.1,50,000.

For the year ending 31st March, 1925, the Budget provision was Rs.118,00,000, on which it is estimated that a saving of about Rs.10,00,000 will be made.

VI. MINISTRY OF COMMUNICATIONS AND WORKS.

1. Organization and Scope.

ORGANIZATION.

During the whole period the Ministry exercised control over, and was responsible to Government for, the activities of the Departments of Irrigation, Posts and Telegraphs, Surveys, Public Works and Antiquities.

The Department of Railways was placed under the administrative control of the Ministry with effect from 1st April, 1923, although the railways remain the property of His Britannic Majesty's Government.

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The Irrigation Training College, founded in 1921, was reconstituted to train engineering subordinates for all technical departments of Government and was renamed the School of Engineering and placed under the direct control of the Ministry with effect from 10th October, 1923.

Activities of the Ministry.

In addition to the ordinary administrative control exercised over the various departments, the Ministry has been occupied in negotiating, with applicants, the concessions mentioned below :—

(*a*) *The Turkish Petroleum Concession*, concerning which negotiations are still proceeding.

(*b*) *The Baghdad Tramway and Electric Concession*, regarding which negotiations are still proceeding.

(*c*) *The Asfar Concession* for the development of Irrigation and cultivation within defined areas on the Diyala and Euphrates Rivers. The Convention was concluded on 10th July, 1924, and preliminary work has already begun, although the 'Iraq Government has not yet finally approved the financial status of the Companies formed to work the concession, as is required by the terms of the Convention.

(*d*) *An Electrical Concession for Karbala.* Negotiations are practically complete and a temporary licence has already been issued to enable work to be begun.

(*e*) Licences have been issued for the installation of water supplies by private enterprise in Kadhimain and Mu'adhdham.

General.

The Ministry controls the activities of the Baghdad Water Board, instituted on 1st April, 1924, to manage the water supply undertaking of the city of Baghdad and to carry out the improvements and extensions to that installation.

The following Laws have been presented to the Council of Ministers by this Ministry and have become Law :—

(*a*) Postal Money Order Law, 1923.
(*b*) Postal Parcels Law, 1923.
(*c*) Telegraph Money Order Law, 1923.
(*d*) Irrigation and Bunds Law, 1923.
(*e*) Baghdad Bridges Protection Law, 1924.
(*f*) Postal Rates Amendment Law, 1924.
(*g*) Postal Exports Prohibition Law, 1924.
(*h*) Postal Money Order Law, 1924.
(*i*) Irrigation and Bund Amendment Law, 1924.
(*j*) Antiquities Law, 1924.
(*k*) Baghdad Water Supply Loan Law, 1924.

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2. Irrigation Directorate.

Organization.

At the opening of the period under review the Irrigation Department consisted of three sections i.e. :—(i) Construction and Maintenance, comprising three Executive Divisions and one Executive Subdivision and the central control of Headquarters ; (ii) Surveys Division ; and (iii) the Irrigation College

The College was inaugurated in the year 1921, with a view to training 'Iraqi Engineers for the Irrigation Department. Later, however, it was decided that the College should be re-organized for the purpose of training 'Iraqi Engineers for all technical departments of Government. On this decision it was transferred for administrative purposes to the Ministry of Communications and Works in October, 1923.

Yet another change occurred in the organization of the Department, namely, the foundation of a new Executive Division, the responsibility of which would be the control of all river protection work on the Tigris River from Farhatiyah to Kut, a distance of approximately 225 miles of river. This new Division, incorporating two Sub-divisions of the Baghdad Division, was opened in November, 1923.

Laws.

Addenda and amendments to the Law for the control of Irrigation and Bunds, 1923, were approved and passed by Government in February and December, 1924.

Allotment.

The budget allotment for the Department, excluding that for the Irrigation College, was Rs.41,17,172, which included special allotments amounting to Rs.9,15,000 granted during the year to meet heavy expenditure incurred mainly as a result of the floods on the Tigris and Euphrates Rivers. The allotment for the preceding year was Rs.38,68,435.

Works.

Tigris Floods. In the early part of the year the Department was faced with the problem of draining the 200 odd square miles of land inundated as a result of breaches in the Tigris flood banks north of Baghdad. Twenty-five acres of crop were destroyed, as was the race-course north of Baghdad.

For the purpose of draining the vast area under water a channel capable of discharging approximately 50 cusecs was cut through Tall Muhammad, situated east of the Eastern Bund and at the junction of the Civil and Military Cantonments. This was completed on 14th May, 1923. The Diyala flood bank was also cut on that date to permit of an escape to the Diyala River. The river level prevented the opening of the escape earlier.

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Under the guidance of this Department the municipality carried out flood protection measures as far as the City Bund, protecting Baghdad on the east. Work on the closure of the breach at Daudiyah started on 24th March, 1923, the flow was stopped on 28th March, 1923, though the damage to the flood bank was not completely repaired till 8th April, 1923.

Euphrates Floods.—The Euphrates, usually a gentle and well-behaved stream, burst its flood banks at Sirriyah on 23rd May, 1923, at the time when the Department was fully occupied with the Tigris floods. Several large breaches had previously occurred, causing much damage to crops, and the Sirriyah Bund which closes the old Saqlawiyah Canal Head, was considered a weak place, inasmuch as it has breached several times. Owing to the continued high flood, piping started at this point of the flood bank. With a head of water of about 30 ft. and heavy seepage the foundation of the bund was soon washed away, resulting in the total collapse of the bund for a length of approximately 200 metres. Within 24 hours of the breach, the discharge into the 'Aqarquf Lake had risen to 25,000 cusecs ; it was therefore impossible to close it and all attempts were postponed until the river level had fallen. The postponement of the closure did not, however, relieve the Department of its anxieties and responsibilities. Work on the repairs and strengthening of bunds protecting Kadhimain on the north, the Aleppo Road on the south, and the Hilla Road on the east, was immediately started, as was the closure of all drainage culverts through these bunds to the lake.

The area inundated was approximately 335 square miles, which included practically the whole of the Saqlawiyah Canal system. Considerable damage was done to crops, resulting in depreciated revenues and heavy expenditures in repairs.

Work on the closure of the breach at Sirriyah began on 31st July, with the construction of a temporary dam across the channel. On its completion the construction of a permanent dam and flank bunds was undertaken. This involved heavy expenditure on earthwork, to a large extent due to the fact that earth suitable for the construction of a protection dam was not obtainable within reasonable reach of the work. Trees have since been planted along the river side of the dam partly to assist consolidation but chiefly to prevent erosion by wave action.

EUPHRATES DIVISION.

The replacement of the old gates at the Hindiya Barrage was continued by the installation of Stoney gates in the right bay, thus completing two-thirds of the work in this connection. Advantage was taken of the opportunity afforded by the sheet pile cofferdam, essential for the installation of the new gates, to replace the badly scoured brick floor of the right bay by a concrete floor. In addition to these works, extensive repairs, including the cement gunning of all exposed brick faces, were executed on the barrage.

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An extension to the Baghdad-Musaiyib Railway line to Karbala, undertaken by the 'Iraq Railways Department, necessitated the demolition of several of the barrage buildings and the clearance of a site to permit of the railway track running through the barrage yard. To replace the demolished buildings the construction of a workshop, power house, general store and cement store was undertaken.

An accident took place at the Hindiya Barrage on 7th July, 1924, and resulted in the collapse of the middle section of the subsidiary weir. This section of the weir was in a dangerous condition before the accident and would in any case have had to be repaired. The damage done was made good and at the same time half of the floor of the middle bay reinforced by a layer of reinforced concrete.

Attempted repairs of a large scour hole in the west section of the downstream apron was rendered impossible by an unprecedented flood that came down on 1st December, 1924, and washed out all the work.

Control works on the Bani Hasan Canal, including silt clearance and the construction of a regulator at the head of the Shatt Mulla, were undertaken. With the exception of minor details this regulator has been completed.

General maintenance works were carried out in connection with canals and buildings within the division.

Baghdad Division.

With a view to accommodating cultivators of the Mahmudiya Canal and the Janabiyin tribe, the Shaishubar Canal was proposed as a distributing canal taking off the Yusufiyah Canal. The Mahmudiya Canal runs nearly in the line of one of the secondary drainage lines and is doing great damage to the land by water-logging the area. A survey was completed, the canal designed, and earthwork on the canal began during the year under review.

Canal development works were carried out on the Yusufiyah Canal and its distributaries. A cadastral survey of the holdings on the Yusufiyah Canal has been completed. The silt clearance and general maintenance works on the different canals were satisfactorily carried out.

A system of water rotation has been introduced on the Yusufiyah with the result that nearly 50 per cent. of the water has been economized and the irrigation greatly improved.

An experiment, which has proved very successful, was made on the Jaibaji Distributary by the installation of Kennedy Modules in place of small regulators. The object of these installations was to prevent tampering with the water supply and incidentally wastage of water. As regards the canals and masonry works in the Ba'quba area, general repair and maintenance works only were carried out.

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Amarah Division.

Repairs to the Butaira Regulator have been made, in addition to the carrying out of general repairs and maintenance works.

Saqlawiyah Subdivision.

The construction of a temporary dam, permanent dam and flank bunds, involving earthwork construction to the extent of approximately 360,000 cubic metres, was carried out at Sirriyah by the Saqlawiyah Subdivision.

The repair of work damaged as a result of the breach involved approximately 217,000 cubic metres of earthwork. After the completion of the repairs several of the works originally proposed were undertaken.

Dagharah Barrage Scheme.

Plans and estimates of this scheme have been prepared and are now under the consideration of Government.

The Dagharah regulators will by rotation between the Dagharah and Diwaniya branches of the Hilla Canal greatly improve conditions over a very large area. At present, although the water in the branches is sufficient for the available population, the ground level is so high that the water cannot be got on to the land. By rotating and forcing the whole of the available water down each branch in turn, the water level will be raised high enough to give good command over the land.

The effect of these regulators should be the complete pacification of what is now one of the most turbulent areas in the country.

Surveys Division.

Of the more important surveys undertaken the following are worthy of mention.

The Habbaniya Lake Contour Survey.

Two survey parties began work on this area early in September, 1923. As a result of the survey which was completed in February, 1924, and of investigations carried out by the parties, the following interesting details are made available.

The flood waters of the Euphrates will be poured into Habbaniya by means of a great inlet canal at Ramadi. This canal will have a discharging capacity of 47,000 cusecs and will fill the lake up to reduced level 48·00. To enable the excess waters of the river, which the lake cannot hold, to be disposed of, a waste canal will be constructed from Habbaniya to Abu Dibis, a great depression lying to the south of the Habbaniya. The water stored in Habbaniya will be returned to the river by means of an outlet

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canal near Dhibban, about 20 kilometres upstream of Falluja. The water stored in Habbaniya will be sufficient for the annual cultivation of 312,000 acres of cotton, 312,000 acres of cereals and 312,000 acres of barsim. The useful contents of Habbaniya which can be used for irrigation are 255·3 milliards of gallons. For centuries the water of the Euphrates has been spilling periodically into Habbaniya, evaporating and leaving its salts behind. The result is that the saline concentration of the lake waters is so strong as to render them unfit for the raising of crops. The lake will therefore have to be washed for two or three years before its stored waters can be utilized. The waste canal to Abu Dibis will be used for washing the lake. It is estimated that there are 2,238,000 tons of salt in Lake Habbaniya at the present time.

Sharqat Canal Survey.

Field work on this survey began in November, 1923, and was completed in February, 1924. The plotting of plans and the compilation of data was still in progress at the end of the year.

Euphrates Left Bank Survey.

A party has been engaged on this survey.

The Ishaki Canal Survey.

This survey was started early in the last month of the year.

Shamiya Contour Survey.

This survey, which includes a hydrographical survey of the Haurs Huwaiyah and Ibn Najm, was begun in February, 1924.

Bani Hasan and Husainiya Surveys.

These surveys are being undertaken with a view to remodelling these canals and providing drainage.

Shatt Al Hai Survey.

This survey is being undertaken to permit of an improvement in the water control.

ASFAR CONVENTION.

The most important event of the period under review was the completion of the Convention between the Government and Dr. Najib Asfar for the Diyala and Euphrates Concessions.

Sir Thomas Ward, ex-Inspector-General of Irrigation, India, was the Irrigation expert for the Concessionnaires. This Department placed before him its recommendations for, together with all available information on, the two schemes. As the result the Concessionnaires asked for and obtained concessions for both the schemes.

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The Euphrates Scheme will utilize water stored in the Lake Habbaniya to irrigate annually 312,000 acres cotton, 312,000 wheat, 312,000 barsim.

The Diyala Scheme will utilize waters to be stored in a vast reservoir of a total capacity of 635·5 cubic feet in milliards. This reservoir will be made by constructing a dam about 100 feet high and 9,200 feet long across the Diyala river where it enters the Jabal Hamrin at the end of the Qizil Ribat Valley.

The stored waters will be returned as required to the Diyala below the dam and about half a mile downstream at the point where the Diyala debouches from the Jabal, the water will be raised by means of a pick up weir and turned into an immense canal system covering the whole area between the drainage of the Shatt al 'Adhaim, the Jabal Hamrin and the Tigris from Dokhalah to Kut.

It is expected that an annual area of 500,000 acres of cotton, 500,000 acres of wheat and 500,000 acres of barsim will be obtained when the scheme is completed. The Concessionnaires will begin by inaugurating small experimental areas on the Diyala and the Euphrates in order to ascertain the yield per acre of cotton when grown on a commercial basis. The Concessionnaires have already started operations on the Mahrut Canal, where it is intended to cultivate an area of about 500 acres next season. Ploughing has begun.

The Euphrates Scheme is an elaboration of the scheme originally recommended by Sir William Wilcox. But the Diyala Scheme is entirely the conception of this Department and is the one that found most favour with Sir Thomas Ward, hence it is the scene of the first operations of the Concessionnaires.

Drainage.

The necessity for the construction of the drainage system of the perennial canals has been consistently urged for the last three years by this Department. The Government has been warned time and again that the land is being ruined for lack of drainage and repeated applications have been made for funds to begin drainage works, especially on the Saqlawiyah system which is in urgent need of an efficient drainage system. Plans and estimates have been prepared and submitted to Government for the Saqlawiyah drainage system. But so far the high cost of the drainage works has prevented their execution.

The Shaishubar Distributary has been remodelled to command an extra area of 3,500 hectares and will when completed replace the wasteful and bad Mahmudiya Distributary and irrigate annually an area of 6,085 hectares.

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3. The 'Iraq Railways.

The full Administration Report for the 'Iraq Railways for the financial year 1923–24 has already been published separately; the following report condenses greatly the matter contained therein and, further, contains a general report on the working up to December 31st, 1924. It is impossible, owing to the fact that the financial year does not end until 31st March, 1925, and that therefore the accounts up to and inclusive of December, 1924, are not available, to give any detailed report on the results of working for the period April to December, 1924.

General Summary

1923–24.

General Summary and Results of Working.

The following statement brings out the more important features of the operation of the Railways during the financial year, 1923–24.

1. Mileage open on 31st March :—	
Route mileage	733·49
Track mileage	965·49
2. Earnings	Rs. 108,24,463
3. Earnings per train mile	Rs. 17·52
4. Expenses	Rs. 100,26,633
5. Expenses per train mile	Rs. 16·23
6. Net earnings	Rs. 7,97,830
7. Percentage of expenses to earnings ..	.. 92·6
8. Capital expenditure	Rs. 15,38,180
9. Number of passengers carried ..	.. 498,522
10. Passenger miles	51,373,931
11. Average journey	.. 103
12. Average rate charged per passenger mile	0·98 annas
13. Tons of goods carried :—	
Revenue earning	.. 357,525
Total	.. 400,525
14. Average haul	.. 194
15. Average rate charged per ton of goods per mile	1·46 annas
16. Number of employees	.. 7,836

New Construction.

The line from Hindiya across the Euphrates Barrage to Karbala was constructed and opened in December, 1923, by H.M. King Faisal. The chord line from Makinah to Taubat was completed, opened to traffic, and the portion of the old line from Shu'aiba to Makinah closed to traffic. A branch line from the existing line to Basra City was constructed and opened.

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Replacement of Bridges.

The construction of a permanent bridge across the Euphrates, in replacement of the temporary timber structure at Imam 'Abdullah was practically completed.

Accidents and Breaches.

One serious accident on the Metre Gauge has to be recorded when a train was derailed, owing to a small breach in the line, and carriages and wagons were piled up. Three lives were lost, and the injured totalled 27.

The year opened with serious floods which damaged portions of the Railway banks and seriously endangered the bridge across the Diyala at Qaraghan.

Minor breaches were experienced on the Ur Junction-Makinah section, the worst being in December when long stretches of the line were damaged.

Grain Traffic.

Grain traffic showed a large improvement as against the previous year, mainly due to large consignments from the Mosul area.

Passenger Traffic.

Passenger traffic fell considerably as compared with the previous years, due mainly to restricted pilgrim movement from Persia and to cholera restrictions in 'Iraq.

Cholera.

The cholera epidemic which involved prohibition of the movement of third-class traffic on the Basra-Baghdad line, and later on the Sharqat line, seriously affected the Railway revenues.

Propaganda.

Serious efforts have been made to advertise the Railways, both in this country and overseas. The Bombay Agency has kept in touch with Indian pilgrim centres, and the sale of tickets in India was commenced. Similarly, advertising has been carried out in Persia by the issue of pamphlets and posters.

Agencies.

Arrangements have been made with Messrs. Thos. Cook and Son for the sale of Railway tickets all over the world. That firm has also advertised tours in 'Iraq in their Travel Gazettes.

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Arrangements have also been made in 'Iraq for the issue of tickets in conjunction with more extended tours to Persia and to Syria.

Publications.

A complete revision of the Goods Tariff was issued in August. Departments have also compiled and issued manuals for the guidance of their respective staffs.

A revision of the General Rules for working the Railways was also put in hand, but the work is considerable, and publication cannot be made until well into next year.

Up to December, 1924.

New Construction.

Work has been begun on the extension of the Railway from Kingirban to Kirkuk. The linking up of the line between Hindiya and Khan Mahawil has been completed.

Bridges.

The new Imam 'Abdullah Bridge was completed and opened to traffic on 7th September, 1924. Work has been commenced on the replacement of the temporary Barbuti Bridge.

Grain Traffic.

There has been practically no grain for export, and the traffic in this commodity, which figured so largely in the working of last year, has been restricted to carriage to the large consuming centres in 'Iraq itself.

GENERAL ADMINISTRATION.

Transfer of Administration to 'Iraq Government.

In May, 1923, it was decided to transfer provisionally the administration of the railways from His Britannic Majesty's Government to the 'Iraq Government. The period was for three months dating from 1st April and during that period the 'Iraq Government accepted liability for any deficit that might occur in revenue working. This experimental period was extended up to 30th September, and later to the end of the financial year. As a result of this transfer the railways came directly under the Minister of Communications and Works for all matters other than those connected with the accounts and detailed working of the previous years.

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Capital Expenditure on New Works.

Amount Spent.

The total expenditure on capital account was Rs. 15,38,180/1/– and at the close of the year there was a balance to the credit of capital account of Rs. 81,273. The major items were :—

Work.	*Amount spent.* Rs.
1. Extension of Musaiyib line over barrage ..	1,47,354
2. Completing Khanaqin City extension ..	83,922
3. New approach to wagon ferry	1,25,275
4. Karbala extension	3,58,124
5. Imam 'Abdullah bridge	4,91,188
6. Hindiya-Khan Mahawil line	83,169
7. Completion of works begun in 1922–23 and not accepted by H.B.M.G.	1,38,977

Extension of Line across the Barrage.

During last financial year the Musaiyib line had been constructed and extended to touch the river upstream of the barrage, and a beginning had been made in further extending the line so as to cross the barrage itself and provide a jumping-off point for the Karbala line.

Although only a short length of line, this extension involved difficult constructional work.

At the outset a bridge with an opening span, to allow of the passage of river craft, had to be built over the Hilla Canal. This was designed to be a bridge consisting of three fixed and one swing spans, carried on steel trestles, but as it was found that there was a likelihood of the alignment of this canal being altered in the near future, it was decided to put in a temporary structure composed of seven spans on wooden pile trestles.

After leaving the Hilla Canal the line crosses the Jorjiyah Canal with a bridge of one span of 60 ft. clear.

Beyond the Jorjiyah Canal the line bifurcates, one branch swinging to the left down to " Jackson's Wharf," on the downstream side of the barrage, where a loop is laid to serve the traffic coming upstream.

The right-hand line, which forms the main line to Karbala, proceeds across the barrage.

Over the lock is placed a lifting span of 26 ft. clear, worked by hand.

The barrage itself is crossed by 36 spans of 19 ft., the girders being so arranged that no weight can come upon the arches forming the barrage, all weight being borne on the intermediate piers.

The whole barrage is floored with wood planks so as to allow of road traffic.

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Karbala Line.

The construction of the Karbala line began in July, 1923, but from the outset trouble was experienced with labour. Not only was the work carried out at the hottest time of the year, but there was difficulty in obtaining labour during the cholera epidemic.

It was intended to cross the old Euphrates bed just beyond the barrage, but owing to the season of the year in which sanction was obtained, this could not be done as the bed was full of water. A diversion had therefore to be put in which it is proposed to eliminate later, when the bank can be thrown across the old river bed.

The first bridge of importance is that over the Bani Hasan Canal, three spans, 20 ft. This bridge also could not be undertaken at that season as the canal could not be emptied to allow of the foundations being put in and a temporary bridge on a diversion had to be made.

The next bridge consists of one span of 60 ft. over the Husainiya Canal. To build this it was decided to divert the canal and this was done. There was, however, much difficulty in the foundation work due to the percolation of the water from the canal.

There are no other bridges of any size, but the line throughout is intersected by numerous irrigation channels, all of which had to be accommodated with culverts.

There is one intermediate station at Imam 'Aun, which is a place visited by most pilgrims either on their way to or from Karbala.

Karbala station is situated on the borders of the desert to the west of the town. This site was chosen with a view to the probable extension of the line to Najaf.

At Karbala station arrangements have been made for the comfort of pilgrims and a water supply for their use is being installed.

The line was formally opened by H.M. King Faisal on 10th December, 1923.

Imam 'Abdullah Bridge.

The Imam 'Abdullah Bridge is the first of the proposed permanent major bridges to be undertaken to replace the temporary wooden structures put in during the war.

It was decided to begin with this bridge as the timber work in the temporary bridge was in a poor condition, and it had also been badly damaged during the 1920 rising.

The new bridge is situated just downstream of the temporary bridge and consists of six spans of 100 ft. resting on concrete piers with well-foundations sunk to a depth of 30 ft. below low-water level.

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Basra City Line.

This project had been under consideration early in 1922, but shortage of funds prevented the work being put in hand.

The alternative alignments were to the Zubair Gate or along the existing road to the Baghdad Gate. Permission having been given for the use of the existing road as the railway alignment, it was decided to adopt the latter alternative. The work was sanctioned in July and completed in January. The length is under two miles, but three bridges had to be erected over tidal creeks

Khan Mahawil-Hindiya Barrage Connexion.

With the opening of the Karbala line in December, a start was made in linking up Hindiya and Khan Mahawil in order to bring Musaiyib and Hindiya on to the main line ; to discard the portion of the line from Khan Mahawil to Mufraq, which is subject to inundation by sand ; and, finally, to improve the train services to and from Karbala and Musaiyib.

PROGRAMME.

To December, 1924.

The programme of Capital Works for the year 1924–25 is as follows :—

	Rs.
1. Completion of the Khan Mahawil loop line	22,574
2. Staff Quarters at New Workshops, Shalchiyah	90,622
3. Erection of Workshops, fencing and sidings at New Workshops, Shalchiyah	2,10,263
4. Completion of the Karbala Extension	31,520
5. Completion of New Imam 'Abdullah Bridge	22,179
6. Construction of New Barbuti Bridge	4,83,439
7. Purchase of New Machinery for Workshops, Shalchiyah	71,000
8. New Khirr Canal Bridge	67,979
9. Transit Khan at Baghdad North Station	28,512
10. Extension of line from Kingirban to Kirkuk, approx.	25,00,000

The final estimates for the Kirkuk extension are not yet complete.

The total of the above programme is Rs.35,28,088.

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In addition to the above programme there is provision to be made for repayment of a portion of the loan from the Anglo-Persian Oil Company for the Khanaqin construction. The amount of repayment is determined by a percentage of their freight bills payable, and it was estimated to be Rs.1,10,000 for the year. For the first half of the present year the firm's bills have been considerably larger than in the past and it is possible a greater amount may have to be repaid, but it is impossible to say definitely.

The total expenditure is therefore Rs.36,38,088 and to meet this there was anticipated to be the following funds available :—

	Rs.
(*a*) Surplus of revenue over expenditure at the end of 1924–25	6,62,299
(*b*) Carry over from capital account of 1923–24	81,273
(*c*) Loan for Barbuti Bridge	4,00,000
(*d*) Loan for Kirkuk Construction ..	25,00,000
Total Rs. ..	36,43,572

Kirkuk Line.

Progress in the construction of the extension to Kirkuk has been hampered by the extreme shortage of labour. The line was opened for a restricted public service as far as Tuz, 24 miles, on 11th December, and work is nearing a state fit for opening as far as Iftaghar, 40 miles approximately. Work is in hand beyond this point but there is a considerable amount of earthwork and heavy bridging yet to be completed. The foundations and piers for the long bridges across the Aq Su and Tauq Chai are nearly completed.

Permanent Bridges.

The Imam 'Abdullah was completed and opened to traffic on 7th September, 1924. The new Barbuti Bridge construction has been delayed owing to the non-arrival, until late in the available working season, of the well-curbs from England. Work is now actively progressing and all materials are at the site. Good progress is also being made on the permanent bridge over the Khirr Canal.

Completion of Works begun in 1923–24.

The few remaining works necessary on the Karbala line, and on the connexion between Hindiya and Khan Mahawil have been completed.

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New Workshops.

Work has been begun on the erection of more of the sheds at Shalchiyah and of staff quarters.

Machinery has been transferred from Shu 'aiba and is now in course of erection, together with other new machinery lately purchased.

The new workshops will be ready for taking over the majority of the locomotive and carriage work early in the new year. Much still remains to be done, however, in the erection of further shedding and in the provision of quarters and offices.

A new warehouse for the storage of goods in bond and in transit has been constructed and brought into use at Baghdad North Station.

Earnings.

1923–24.

General Review.

The earnings of the Railways are dependent (1) on the general prosperity of the country which in the case of 'Iraq is most easily measured by the agricultural position and the returns of transit trade; (2) on the volume of traffic resulting from the British Army of Occupation; (3) on the passenger traffic movements to and from the Holy Shrines; and, lastly, on the intensity of competition on other routes and by other services.

These various factors have operated in diverse ways during the year under review, and in addition an extraordinary factor was introduced during the summer of 1923 in the shape of enforced restrictions on travel resulting from the cholera epidemic

The agricultural position improved considerably, and the exports of grain increased with the result that the total tonnage of grain carried by rail went from 91,469 tons in 1922–23 to 126,577 tons in 1923–24. This total tonnage carried does not, necessarily, represent the amount railed into Basra; it is the total of grain bookings on the railway, that is, grain booked from Sharqat to Baghdad and later rebooked to Ma'qil would be counted twice —the approximate quantity railed to Ma'qil was 85,000 tons in the year. Much of this increase was due to the stimulation of export from the Mosul areas, for which considerable credit rests with the Railway Department, which actively assisted in the organization and control of the land transport.

On the other hand, although the total tonnage of grain moved increased, there was a severe drop in the total tonnage moved during the year, the respective figures being (approximately) 700,000 tons and 400,000 tons.

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This large decrease relates to the second factor above, as it is mainly accounted for by curtailed movements of Army stores and supplies as a result of the considerable diminution in the strength of the Forces.

Coaching receipts were disappointing, partly as the result of enforced restrictions, and partly on account of road competition and the failure of the Persian Pilgrim movements. It has always to be remembered, however, that there has undoubtedly been a contraction in average individual wealth throughout 'Iraq since the days immediately following the war and the 1920 disturbances, and this has meant that there has not been the money to spend on travel about the country. Until such time as general development of the country has had time to take effect, it is quite probable that this feature will be increasingly prominent.

Finally, competition has been severe throughout the year.

Actuals compared with Budget.

The comparison of the budgetted figures with actuals is as follows :—

	Budgetted.	*Actual.*
	Rs.	Rs.
Coaching	48,10,000	40,24,257
Goods	73,84,000	63,63,009
Miscellaneous	2,02,000	4,37,197
Total	123,96,000	108,24,463

The most serious decreases were in Military and R.A.F. goods traffic which was estimated at Rs.18,72,000 and only realised Rs.10,82,799, and in public coaching which fell from an estimated Rs.39,26,000 to Rs.30,04,812.

Public goods traffic compared as follows, Rs. 55,12,000 budgetted and Rs.52,80,210 realised.

Coaching Report Traffic.

Public coaching traffic, which showed a drop of Rs.9¼ lakhs in the year on the budgetted estimates, was most adversely affected by the restrictions imposed, first on the Basra-Baghdad sections and later on the Baghdad-Sharqat and Khanaqin sections, as a result of the cholera epidemic. From 16th August, 1923, the booking of third-class passengers to and from Makinah was stopped, and on the 24th August, third-class booking on the Sharqat line was forbidden. These are the official prohibitions, but the presence of the severe epidemic naturally, of itself, militated against passenger movement all over the country. Further, this epidemic, added to the results of the unfortunate political situation, effectively stopped the flow of pilgrims from Persia. The total number of passes issued to pilgrims in

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Kermanshah for travel to 'Iraq in the year was 6,818 only, and during the months of September, October and November the numbers were 97, 66, 146 respectively. For the first six months the average monthly was 1,033, whereas for the remainder of the year the average was 104 only.

The following figures abundantly illustrate the disastrous effects of these curtailed movements.

Approximate weekly average earnings from public coaching :—

	1922–23.	1923–24.
	Rs.	Rs.
July	46,000	50,000
August	54,500	45,000
September	63,000	42,000
October	94,000	48,000

Whereas in July, 1923, the average was above that in 1922–23, the following months gave a progressive decline instead of a substantial increase, and the month of October, usually a lucrative month due to festivals, was no less than Rs.46,000 a week in defect.

The effect of road competition has also been felt in much the same way as other countries since the war.

The total number of passengers carried in the year was 498,522 as compared with 592,862 carried in 1922–23.

Goods Traffic.

Goods traffic receipts, as indicated above, showed a drop of approximately Rs.10 lakhs from the budgetted figure, but of this, Rs.8 lakhs was due to a fall in military and R.A.F. bookings. The number of tons carried during the year was 400,525, and the following were the principal commodities dealt with :—

	Tons.
Barley	58,302
Wheat	61,313
Rice	6,968
Sugar	19,595
Tobacco	2,911
Tea	3,352
Vegetables	2,265
Fresh Fruits	7,997
Cotton Piece Goods	22,422
Mixed Consignments, including Haberdashery, Attari, Miscellaneous Goods	38,531
Iron and Machinery	6,779
Juss	36,624
Bricks	12,758
Shingle	8,215
Petrol	6,990
Kerosene Oil	11,439
Dates	13,592
Military Stores	27,464

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The grain traffic, which provides the largest of the yearly bulk movements, was successful, and the results of controlling and assisting the land transport between railhead and Mosul, which was initiated the previous season, provided an important factor.

More grain was carried on the Sharqat line to Baghdad than ever before, and by providing facilities in Baghdad for free storage pending sale or onward despatch, it was possible to secure the bulk of this grain for carriage by rail to Ma'qil.

Competition with the river services in the downward direction, however, from Baghdad, for this traffic was unduly severe and ridiculously low rates were quoted by steamer owners, with the result that the rate from Baghdad by rail had to be reduced correspondingly, though never to such a low level. Considerable quantities of grain arrived by Kalak, and for such traffic the railways had no means of competing. Kalak borne traffic will continue until such time as railway extensions enable the grain and wool producing areas of Altun Köpri, 'Arbil, etc., to be tapped; this, it is hoped, will mature in the near future.

To end December, 1924.

The only complete figures available are those for the ten months ending 30th November. The actual and budgetted figures compare as follows :—

	Budgetted.	*Actual.*
	Rs.	Rs.
Coaching	28,46,666	24,67,205
Goods	42,42,000	35,17,628
Miscellaneous	2,92,802	2,76,622
Total ..	73,81,468	62,61,455

Coaching Traffic.

The early months of this financial year were disappointing for both civil and military bookings, but the later months have shown a welcome improvement, so much so, in fact, that the total of civil coaching to date exceeds that for the corresponding period last year.

This is mainly accounted for by the Karbala extension and improvement in the service to Hilla and Musaiyib.

Pilgrim traffic from Persia is still suspended however.

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Goods Traffic.

The returns from public goods traffic were, for several months, most unsatisfactory, but, in spite of the lack of large bulk movements of grain, there has been a distinct improvement latterly. There have been large exports into Persia and the railways have not been subjected to the same amount of road competition as previously.

There have been many difficulties in arranging and controlling the transport from Khanaqin to Qasr-i-Shirin owing to the restrictions imposed by the Persian Government in the way of taxes and to the commandeering of transport for military purposes. The worst feature is the complete collapse of grain export, the results of which are clearly indicated by the following figures showing the total quantity of grain carried into Basra up to the end of November, 1924, compared with the same period last year.

	Tons.
1924	6,514
1923	60,306

Working Expenses.
1923–24.

General.

The total working expenses for the year were Rs.100,26,633 compared with a budgetted figure of Rs.116,28,884 and with Rs.130,47,386 the actuals for 1922–23.

Principal heads of Expenditure.

In order to show how the money goes, the following statement has been drawn up which divides the total figure over the principal heads of expenditure :—

	Rs.
1. Superintendence and Supervision ..	17,66,718
2. Direct operation Staff charges (pay and allowances)	52,94,530
3. Indirect charges to 1 and 2 above (recruiting, passages, leave, etc.) ..	2,87,989
4. Fuel costs	8,37,486
5. Water	1,63,796
6. General Stores	8,05,842
7. New Minor Works	1,12,815
8. Electric Light and Power	2,24,428
9. Interest charges	30,032
10. Hire of Telegraph Lines, Instruments and Telephones	1,77,628
11. Other charges	3,25,369
Total ..	Rs.100,26,633

The two principal items requiring note are the staff charges and cost of fuel.

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The indirect charges are peculiar to this country and result from having to maintain a large imported staff for which there are not at the moment local replacements.

The expenditure on fuel is a serious item. The cost is Rs.45 per ton at Basra, an extremity of the system, and when comparing the costs of working with other countries it is well to remember the high relative price. In India the average cost of fuel (coal) to Railways of a class similar to those in 'Iraq, is Rs.17 per ton delivered at the engine sheds. Further, to two large Railways in India which use fuel oil, the cost in 1922–23 delivered at shed was Rs.36 per ton only.

Up to December, 1924.

Final figures after 30th November are not available, but up to that date the expenditure compares with the revised budget as follows :—

		Actual. Rs.	*Budget.* Rs.
A	Maintenance, etc., of Ways and Works	10,94,696	13,44,784
B & C	Maintenance, etc., of Loco. and Rolling Stock	25,31,175	28,82,706
D	Traffic	9,82,130	10,57,140
E	General	10,91,348	12,63,230
F	Wagon Ferry	48,368	65,917
G	Miscellaneous and Special ..	73,603	44,366
		Rs. 58,21,320	Rs.66,58,143

There has been a considerable reduction on all major heads, but certain revenue works, mainly under Abstract B & C, are still to appear in the accounts. The savings otherwise will continue throughout the year and the total expenditure will be well below that estimated.

Working of the Railways

Financial Results, 1923–24.

The net surplus of earnings over expenditure is Rs.7,97,830, which compares with a bugetted surplus of Rs.7,67,116.

It was, early in the year, realized that the Budget, as framed in January, would not be fulfilled. Trade remained stagnant and there appeared little prospect of a revival of the heavy passenger movements from Persia.

Immediate steps were therefore taken to curtail expenditure as far as possible, and a revised total budget was prepared.

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The first budget anticipated a surplus on the metre gauge and a deficit of Rs.1,90,799 on the standard gauge; but in actual results there were surpluses of Rs.3,94,983 on the metre and Rs.4,02,847 on the standard gauge, the latter being due to the excellent grain movement from Sharqat. It would be incorrect to take these figures literally since the allocation of expenditure between the two systems had for many items to be arbitrarily divided. In previous years, with the standard gauge line treated as a military necessity, it was essential to keep the accounts separately, and to allocate on some equitable basis a portion of the general charges and expenditure common to both gauges to the Sharqat line.

To end December, 1924.

The budgetted surplus for the year has been estimated at Rs.6,62,299 and to the end of November a surplus of Rs.4,40,135 is disclosed. The latter months of the year have proved very satisfactory; the deficit for the first quarter was Rs.2,18,713, and by the end of the half year that deficit had been turned into a surplus of Rs.82,780.

Railway Staff.

Number.

The total number of railway staff employed on 31st March, 1924, was 7,836, but of this total 597 were employed on capital works, so that the net number employed on revenue operation and maintenance was 7,239. This compares with 7,802 a year previously, and with 10,503 on 31st March, 1922.

Replacement of imported by locally engaged Staff.

The statement below indicates the progress that has been made in increasing the proportion of locally engaged staff:—

	Imported Staff.	*Locally engaged.*	*Total.*	*Per cent. of 'Iraqi Employees.*
31st March, 1924 ..	1,958	5,878	7,836	75 per cent.
,, 1923 ..	2,237	5,565	7,802	71 ,,
,, 1922 ..	4,815	5,688	10,503	54 ,,

Cost.

The total cost of personnel in the year was Rs.76,74,000, or approximately 76 per cent. of the total expenditure, which undoubtedly is a high figure. The indirect charges, however, represented by passages, recruiting charges, leave and non-effective pay, etc., in the case of imported labour, and the relatively high rates of pay of locally engaged personnel, are responsible for the high percentage.

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In India the personnel charges may be taken as approximately 50 per cent. of the gross expenditure. Taking the mean number of employees during the year, the average cost per month works out at about Rs.85, whereas in India the cost is approximately Rs.33 only. Omitting the officer establishment, the average monthly cost in 'Iraq is Rs.76.

Imported Staff.

The percentage of 'Iraqi staff employed on the railways is steadily rising and every endeavour is made to employ the maximum number of local employees and to train others, but certain grades of skilled artizans or specialized mechanics, trained railway subordinates, train and engine staff, etc., cannot be replaced locally.

ACCIDENTS.

The total number of passengers killed due to accidents to trains was three, and injured twenty-seven. These are all accounted for by a most unfortunate accident which occurred at the very beginning of the year. On 13th April an accident occurred at mile 305 on the Basra-Baghdad line, between Ghubaishiya and Ratawi stations, at about three o'clock in the morning, when No. 4 down mixed train was derailed. The primary cause of the accident was a wash-out of the line due to a collection of storm water in the vicinity, and supplemented by the indiscretion of the driver in attempting to stop his train too quickly.

Flood Damages.

The early part of the year was marked by the troubles caused by the floods of both the Tigris and Euphrates, and there was some fear at one time of serious interruption to traffic in consequence of them.

The most serious damage done by the floods was the undermining of the foundations of a pier of the bridge over the Diyala at Qaraghan. This necessitated the closing of the bridge to traffic from 22nd March, 1923 to 29th June, 1923.

Breaches.

In addition to the above flood damage at the beginning of the year, the usual breaches in the portion of the line between Makinah and Ur Junction have been experienced. These breaches are due to the rapid run-off of storm water from the desert across the railway line. The worst trouble was experienced in December, 1923, when practically the whole of that section was damaged in one night.

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A considerable amount of work has been done to regrade and improve this section and the trouble should decrease as the work progresses, but there will always be the possibility of such damage until proper embankments with adequate flood openings are provided in the essential places. This is a programme of work extending over several years.

1924.

So far this financial year no trouble has been experienced from breaches.

4. Public Works Department.

Buildings.

A sum of approximately Rs.13,00,000 has been expended on new buildings.

The Pavilion and Office for His Majesty King Faisal and the Agricultural Institute at Rustam were completed during 1923, and small extensions were made in the following year.

About Rs.6,00,000 has been spent on the building of the *Maude Memorial Hospital*, Basra, consisting of the administrative and admission blocks, quarters for permanent staff, electricity and water installations, sanitary systems and other minor buildings. By October, 1924, the buildings were sufficiently complete to admit of the Health authorities entering into possession.

It is anticipated that by the end of the financial year, 1925–26, the whole scheme will be completed at a probable total cost of Rs.14,00,000 of which about Rs.4,00,000 have been provided by private subscription.

The work on the *College Al-al-Bait at Mu'adhdham*, which is being built from Awqaf funds, was confined almost entirely to the Theological Block which was finished and opened by His Majesty the King on 15th March, 1924. This building which cost about Rs.6,00,000 is the finest modern building in 'Iraq. A small amount of work on the Central Block has been carried out, the foundation stone of which was laid by His Majesty the King. The estimated cost of this building is approximately Rs.12,00,000, and the time required for its completion will be about five years.

Roads and Bridges.

Owing to the lack of road-making materials in 'Iraq, the problem of preserving communications throughout the country is difficult and necessitates a heavy annual expenditure on repairs and maintenance of road surfaces.

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Apart from this, the policy of the Department, gradually to replace all worn out and temporary bridges by permanent structures of sound construction, is being followed.

A new road joining *Diwaniya* and *Abu Sukhair* was opened to traffic in the summer of 1924.

On the *Basra-Abul Khassib* road 10 bridges of spans varying from 20 ft. to 140 ft. were completed at a cost of Rs.65,000, and therewith the whole work at a total cost to Government of Rs.1,85,000.

On the *Hit-'Ana-Aleppo* road three main bridges—over the Wadi Marij, Wadi Asad and Wadi Sahaliyah—have been constructed. The first is of reinforced concrete, the second consists of masonry piers with a reinforced concrete flooring, and the last is a single span (100 ft.) steel girder bridge. In addition much improvement has been effected by re-surfacing and re-grading, the total expenditure on this road being in the region of Rs.1,50,000.

Approximately Rs.11,50,000 have been expended on construction of bridges and repairs and maintenance of roads throughout the country.

For some time past it has been realised that the existing floating bridges over the Euphrates must be replaced by permanent bridges. Steps have now been taken to secure the necessary plant for the construction of permanent bridges. In view of the importance assumed by the trans-desert route to Syria it is proposed to erect the first of these bridges at Falluja ; the plans are already in hand and work will be commenced shortly.

Two bridges have also been constructed by this Department at the request of the Baladiyahs of Mandali, and of Mu'adhdham and Kadhimain. The former (over the Naft Stream) is a steel suspension bridge of 240 feet clear span with reinforced concrete foundations and anchorages. The cost was about Rs.50,000. The latter, a project financed by the Baladiyahs of Mu'adhdham and Kadhimain, is a boat bridge about 1,200 feet long connecting the two towns and was carried out at a total cost of Rs.1,20,000.

Electrical and Water Supplies.

The Mosul Water Supply was undertaken at the request of the Baladiyah and was completed early in April, 1924, at a total cost of approximately Rs.7,80,000. The demand for water in Mosul has so much exceeded the estimated demand on which the scheme was based that it is now necessary to increase the capacity of the undertaking.

An acute shortage of water in Baghdad during the summer months has long been felt and, to meet this, a comprehensive scheme of improvement and extension has been drawn up. The

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cost is estimated at Rs.4,00,000, and a loan of this amount is being advanced by Government to the Water Board, who have been formed to take over control of the water supply system from the Baladiyah. The work is being carried out by this Department and is already well-advanced, all orders for plant and materials from the United Kingdom having been placed. It is hoped that the new improved system will be working before the summer of 1925.

Since 1st April, 1923, under the advice of the Department, extensions have been carried out to the 'Amara Electricity Works and Water Works, and the Nasiriya Electricity Works, by the local authorities in charge. Schemes have also been drawn up for electrical undertakings in the towns of Karbala, Kadhimain and Mosul. A comprehensive system on modern lines of electricity and water supply and sewage disposal has been installed in the Maude Memorial Hospital, Basra. The last-named is interesting, in that it marks the first attempt at up-to-date disposal of sewage by septic tank and filter in the country. It is a distinct advance in sanitary development in 'Iraq and will, it is hoped, lead to the installation of many more and larger systems of sewage disposal.

Repairs and Maintenance of Buildings.

The responsibility for the repairs and maintenance of all Government buildings in the country formerly lay with this Department, but for two years had been transferred to the individual Departments in whose occupation the buildings were. As from 1st April, 1924, however, this Department has once more assumed responsibility, and it is anticipated that during the financial year 1924–25 an expenditure of Rs.3,50,000 will be incurred.

Stores and Transport Branches.

During the year, 1923–24, a drastic reduction in the Stores Branch, by the disposal of surplus stores, was effected, and as from the beginning of 1924 it was amalgamated with the Transport Branch. It was felt, however, that the need for both these branches was no longer imperative as they had served the purpose for which they were formed in the early years of the Administration, and accordingly it was decided that they should be abolished. Work in both branches ceased in December, 1924, and after the demands of other Government departments had been met, immediate steps were taken to dispose of all remaining stores which will be complete before the close of the financial year.

Bridges Section.

This Branch is responsible for the upkeep of the two bridges at Baghdad and the McMunn bridge at 'Amara, and for the collection of tolls on the Baghdad bridges on behalf of the Ministry of Finance. During 1923, its resources were severely taxed by the accident in June to the North Bridge, Baghdad, caused by H.M.S. Blackfly, while the Maude Bridge was still under repairs

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necessitated by the damage it sustained during the abnormal floods earlier in the year. As a result all road communication between the two banks was interrupted, but fortunately not for long as by working day and night the North Bridge was reopened to all traffic within seven days from the date of the accident.

During the summer of 1924 certain experiments were carried out which have resulted in the adoption of a system of hand-opening for the McMunn Bridge, 'Amara. This represents a very considerable economy as the old system of power-opening was most expensive.

With the closing of the Workshops Branch, the workshop of the Bridges Section will undertake in future such special work as is essential to be carried out departmentally.

5. Survey Department.

Field Work.

The Department is divided into the three Survey Districts of Baghdad, Basra, and Mosul.

Baghdad Survey District.

Normal large scale surveys were carried out for the Tapu Department in the Ba'quba-Shahraban area from April to June, 1924; during this period 350 square kilometres were surveyed on scale 1 : 10,000 and 16 square kilometres on scale 1 : 2,500. Later it was decided that a more detailed survey was required of the whole area watered by the Diyala River, south of Table Mountain, and also of the Qara Tepe-Qizil Ribat area. This work is now in hand and 430 square kilometres were surveyed up to 31st December, 1924.

Surveyors were lent to the Ministry of Interior for crop measurement purposes and to survey disputed areas at Hor ibn Najm and Raqqal Haswa.

Basra Survey District.

The surveys of the Basra date gardens were continued and completed by the 14th September, 1924.

A high degree of accuracy was maintained as can be seen from the following figures :—

In traversing, the final closing error was 1 foot per 11 angles, and the linear error was 1 : 2,500; the triangulation closed on a measured base near Zaraiji with the following errors :—

Linear	..1·651 feet.
Azimuth..	..1·03 ,,

Out-turn of Field Work.

Description.	*Scale of survey.*	*Area in square kilometres.*
Detailed survey of date gardens ..	1 : 2,500	15·8
,, ,, ,, ..	1 : 5,000	293
Triangulation ..	+30 stations.	
Traversing ..	—1138 stations.	
Astronomic Azimuths	—11.	

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Areas.

All property areas were computed and sent to the Revenue authorities at Basra by the 15th October, 1924.

Mosul Survey District.

All surveys carried out at Mosul were for the Tapu Department. Owners readily came forward with their sanads so that this small party was able to complete the surveys of 39 villages on scale 1 : 5,000 and 3 villages on scale 1 : 10,000.

The total area surveyed was 578 square kilometres comprising 8,684 properties. The major portion of the area surveyed lay to the North and South of Mosul Town.

Thirty-two Traces were drawn during the year.

Fair Mapping.

All the fair mapping was undertaken by the Headquarters' Office at Baghdad.

On completion of the date garden Surveys, the whole of the personnel of the Basra Survey District was transferred to 'Amara to survey the 'Amara Liwa cadastrally.

Triangulation in 'Amarah Liwa was begun on 21st September, 1924, by two triangulators. The work emanated from Bait 'Abdul Kazzaq, a station of the Mesopotamian Expeditionary Forces Surveys, near 'Amara, with a measured base and astronomical Azimuth. The area completed totals 1,600 square kilometres and approximately covers the Muqata'ahs of Majar Saghir, Majar Rabir and partly Chahalah. Connections made with well defined points of M.E.F. Surveys show an average closing error of Latitude $+0''\cdot04$, Longitude $+0''\cdot05$.

The area of detail survey completed amounts to 755 square kilometres. The laying out of permanent marks has not been undertaken at present owing to a suitable inspector or triangulator not being available. Marks of a semi-permanent nature have been laid out by Survey Inspectors in their respective areas.

Abstract of Field Work of the three Survey Districts.

Planetabling.	*Square Kilometres.*
Scale 1 : 2,500	32
Scale 1 : 5,000	793
Scale 1 : 10,000	1,632
Total	2,457

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Triangulation.

Number of Stations observed	362
Number of Azimuths observed	4
Number of bases measured	4

Traversing.

Number of Stations observed	1,138
Number of Azimuths observed	4

Headquarters Offices.

Drawing Office.

During the nine months under report the Drawing Office was principally engaged in drawing the maps of the Basra date garden area. In addition a number of miscellaneous maps and traces were drawn for various Departments and sent to press. The following is the outturn :—

Standard half inch sheets drawn	9
Basra date garden maps drawn and sent to press	93
Miscellaneous plans and maps drawn and sent to press	88
Hand-coloured editions of maps prepared.. ..	36
	226

Photo-Litho Office and Press.

Wet Plate Process negatives prepared	174
Dry Plate Process negatives prepared	32
Helio-Zincographic plates prepared	251
Vandyke Process plates prepared	212
Photographic enlargements and reductions ..	57
Maps, plans, diagrams, etc., printed	41,764

Map Record and Issue Office.

Requisitions for maps and plans from Departments and individuals were complied with as follows —

From Stock	3,397
From Press	28,846

The School of Engineering.

This School was originally established to train subordinate engineers for the Irrigation Department, but its scope was extended during the period under review to train subordinate engineers for all technical Departments of Government.

Students, on admission to the School, sign an agreement to complete the course of two years' training and, if they qualify at the end of the course, to remain in Government service for a period of two to three years for each year's instruction received in the School.

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The standard of knowledge of students admitted to the School has been raised by the institution of a year's preparatory course at the Technical School.

A Hostel has been opened in Baghdad for the accommodation of those students whose homes are in the districts.

The course of instruction includes practical surveying, machine and wood work, drawing office practice, and instruction in technical subjects.

At present there are approximately sixty students in the School and the progress which these students are making is most encouraging. Already twenty-three students have been granted certificates and have taken up employment in the Irrigation Department.

6. Posts and Telegraphs Department.

Introductory.

During the period under review, considerable attention was given to means of effecting economies and every heading of expenditure was subjected to close scrutiny. In consequence the Department has been able to reduce the estimated expenditure by approximately three lakhs of rupees.

In pursuance of the prevailing policy the majority of foreign officials were replaced by 'Iraqis already in departmental employ.

The Department is now on a financially better footing than it was at the close of last year, and apart from capital works expenditure, the receipts of the department will, it is hoped, cover the expenditure.

With effect from the 1st April, 1924, the Accounts Office ceased to function as a separate entity and was merged into this Directorate.

Establishment, Posts and Telegraphs.

The year opened with 975 post and telegraph officials of all classes, and this number was supplemented by 51, comprising the establishment of the late Accounts Office on its amalgamation with the Directorate.

One hundred and sixty-four officials, or approximately 16 per cent. of all classes, were brought under reduction, the majority of whom were Indian officials in the clerical grades.

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Offices, Posts and Telegraphs.

On the 31st December, 1924, there were 76 post and telegraph offices, or one office for every 1,530 square miles and 37,460 head of population, as compared with 78 post and telegraph offices open on the 31st March, 1924. During the period under review 2 new offices were opened to meet the exigencies of the service and 4 were closed because they were not self-supporting and gave no promise of development. One of the offices closed was subsequently reopened for political reasons.

Mail Communications.

Mail communication is maintained in 'Iraq over a distance of 3,362 miles. Communication is maintained over 809 miles by railway, 1,388 miles by mechanical transport, 405 miles by river service, i.e., river steamers, motor launches, etc., and 760 miles by pack animals and runner service. It is gratifying to find that, considering the various methods adopted and means employed for conveying mails, and the difficulties of maintaining communication over a country with bad roads and little security, the relative efficiency of the mail service has been satisfactory. The extension of the railway line, from Qaraghan to Tuz, caused the mails for Tuz to be diverted to this route. Simultaneously the mechanical transport service conveying mails between Kifri and Tuz was discontinued.

With the re-occupation of Sulaimaniya and the re-opening of communications, the mail service was extended from Chemchemal to Sulaimaniya, the mode of conveyance being mechanical transport.

Mail communication was also established between Dohuk and Amadia through the medium of police patrols.

During the period under review no serious interruptions to the mail service occurred. Minor interruptions of short duration took place on the Qaraghan-Kirkuk mail line in consequence of heavy rains and the concomitant interruption of the train service between Qaraghan and Tuz.

Owing to plague restrictions the mail service between Basra, Mohammerah and 'Abadan was intermittent.

An event that brought considerable financial relief to the Department was the appreciable decrease in the rates for conveyance of mails by the railway, an item of expenditure which had hitherto proved a heavy drain on the resources of this Department.

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Overland Mail.

The Overland Mail Service has been in existence since October, 1923, and the commendable regularity with which mails have been transmitted and received since the inauguration of the service has completely allayed any apprehension that may have been entertained as to the utility of the service in the adverse climatic conditions obtaining during the winter season. The service is now a well-established, regular and reliable institution and reflects great credit on the Nairn Transport Company, the official mail contractors. The public continue to appreciate the service as is evidenced by the steady increase in postings. Only once during the period under review was there a delay in the receipt of the outward mail, and this delay is to be attributed to the late arrival of the English mails at Haifa and to the subsequent interruption of the bridge facilities at Falluja.

During the period there has been one more adherent to the service, viz., Italy, and one defection, viz., France.

The following English (oversea), Indian, Overland and Aerial mails were received and despatched during the period :—

	Receipt.	*Despatch.*
English (oversea)	35	35
Indian	69	69
Overland	39	40
Aerial	19	20

Postal Articles.

The total number of postal articles of all kinds, excepting money orders, transmitted during the nine months is estimated at approximately 3,750,000 as compared with 3,600,000 for the corresponding period of the preceding year. The increase is due to an increase in the postings by the Overland Mail.

The details of articles transmitted are as follows :—

Letters	2,952,500
Printed papers and packets	678,780
Registered correspondence	110,844
Registered parcels	17,352
	3,759,476

It is computed that out of a total of 4,500,000 articles received for delivery, 98 per cent. were actually delivered, and that practically half of the business that passed through the P.O. was in Arabic, which is an indication that the facilities offered to the public by the postal service are being more appreciated and taken better advantage of by the indigenous population.

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Dead Letter Office.

The Dead Letter Office dealt with nearly 62,700 articles, of which 65 per cent. were either redirected to the addressees or returned to the senders. One sale of undeliverable and unclaimed articles took place and the proceeds, amounting to Rs. 571/10/0, realised were credited to Government.

Money Orders.

The total number of money orders of all kinds issued during the period was 35,000, aggregating nearly Rs. 26 lakhs in value as compared with 44,600 and aggregate value of over Rs. 37 lakhs for the corresponding period last year. The decline is noticeable in all classes of money orders and is to be attributed to fewer money orders and of smaller value being issued, in consequence of a reduction in the strength of British and Indian Garrisons, and the exodus of large numbers of foreign civilian personnel, who utilised the service for making family remittances.

Complaints.

The number of complaints made by the public during the period shows an increase of 28 per cent. over last year, and is mainly in respect of money orders. In 64 per cent. of cases the complaints proved on examination to be groundless, 24 per cent. well grounded. In 12 per cent. cases enquiry was unsuccessful.

The outstanding value payable claim cases with India have very nearly been brought to a close and it is anticipated that before the end of this financial year all outstanding claims will have been finally adjusted.

Frauds.

The number of cases falling under the category of fraud dealt with during the period was 528, against an equal number for the corresponding period last year.

Out of the 528 cases, 365 related to damage sustained by parcels while in transit ; the other cases related chiefly to misappropriations of the value of money orders and of Government cash and stamps. The value of money orders misappropriated or lost through the negligence of departmental employees amounted to Rs.259/4/0. This amount has been subsequently recovered from the official at fault.

The misappropriations and losses of cash and stamps belonging to Government amounted to Rs.1,479/2/6, one-third of which has already been recovered from the parties responsible. It is hoped to recover the balance also.

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Compensation paid by the department on account of loss and damage to registered articles and parcels while in transit amounted to Rs.565/- approximately.

There were three convictions during the period under review and five cases are either still under investigation by the police or are in court awaiting trial.

Customs Duty.

Customs duty, aggregating nearly Rs.1,90,000, was realized on dutiable articles imported through the medium of the post, against Rs.2,96,000 realized on this account during the corresponding period in the previous year. The slight decline is due to a fewer number of foreign parcels on which customs duty is recoverable being received.

General.

The events of chief importance that occurred during the period were :—

(1) 'Iraq was admitted to the membership of the Postal Union with effect from 13th November, 1924.

(2) Removal of the censorship restrictions on postal articles and telegrams.

(3) The transfer of the foreign money order and parcel accounting work from the Basra Exchange Office to this Directorate.

(4) The conversion of the Baghdad head office into an exchange office for money orders issued to the United Kingdom and also to India in the case of Baghdad and its sub-offices. Money order lists for Egypt and the United Kingdom are now transmitted by the Overland Mail.

(5) All internal correspondence was conducted as far as was practicable bilingually in English and Arabic.

(6) A revision in the rates of postage on printed and commercial papers, books, patterns and sample packets.

(7) A revision in the rate of money order commission chargeable on inland money orders.

(8) The interception of prohibited articles and of articles of an indecent and obscene nature detected in course of transmission through the post.

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Telegraphs.

Staff.

On 31st December, 1924, the total strength of the engineering staff was 159, of whom there were 12 British, 13 Indian and 134 'Iraqi non-gazetted officials. Eighty-four per cent. of the engineering staff therefore is now 'Iraqi. There has thus been constant progress in the training of 'Iraqis for posts formerly held by foreigners. The amount of new construction still to be undertaken makes it unlikely that any further reduction in the technical staff will be possible in the near future.

Telegraph Line Constructions.

Engineering.

During the period 1st April, 1924, to 31st December, 1924, 39·20 miles of posts with 112·50 miles of wire were erected and 75 miles of wire dismantled, resulting in net increase of 39·20 miles of line and 37·50 miles of wire mileage on the telegraph lines.

The post mileage of the telegraph and telephone systems was increased by 66·87 miles, but the wire mileage was decreased by 10·72 miles, bringing the total line and wire mileage of the department to 3,166·87 and 13,419·28 respectively.

The only big construction and dismantlement works completed by the Department were the dismantlement of (1) Mufraq-Khan Mahawil Section along the old railway route; (2) spare telephone lines and wires of the old 'Amara telephone system; and (3) three spare wires from Ranalimah to Tairuq and the construction of the (1) Kingerban to Tuz Khurmatu, a part of the project of the Kingerban Kirkuk construction; (2) Huqnah to Zamar non-exchange telephone line; (3) notch fall to Dulaimiyah non-exchange line; and (4) defence telephone system at Sulaimaniya, in addition to sundry diversions and reconstruction of telephone and telegraph routes which kept the construction staff busy all through the year.

Maintenance and Repairs.

In addition to the construction and dismantlement works referred to above, the following sections were maintained :—

Baghdad—Kingerban—Khanaqin.
Baghdad—'Aligharbi.
Kut—Badra—Hai.
Baghdad—Karbala—Diwaniya.
Karbala—Tuwaizi.
Baiji—Sharqat.
Mosul—Arbil.
'Arbil—Kirkuk—Chemchemal.
Basra—Altubah.
Qal'at Sikar—Suq—Nasiriya.
Baghdad—Hit—Kubaisa.

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Interruption.

During the period April to December, 1924, 654 faults developed with a total duration of 9,706 hours, an average of about 15 hours per fault ; an improvement as compared with last year. Telegraph traffic was not subject to any abnormal delay, as faults on main lines were of short duration and there were sufficient alternative outlets available to dispose of the traffic.

Theft and Damage to Lines and Wires.

The irrigation telephone line to Yahudiyah was often subject to damage by tribesmen, but since the inauguration of the periodical patrols by the mounted police and further co-operation of the Police Department, malicious damage has decreased.

The assistance rendered by the Administrative Inspector and the police authorities, Baghdad Liwa, has resulted in considerable abatement of damage to insulators on the Baghdad-Sharqat section.

TELEPHONES.

Constructions.

During the period under review, 37·67 miles of line and 103·80 miles of wire were erected and 10 miles of posts and 151·94 miles of wire were dismantled, resulting in net increase of 27·67 miles to line and decrease of 48·14 miles to wire mileage of the exchange and non-exchange telephone lines and wires.

Retrenchment.

On 31st December, 1924, there were 731 exchange and 45 non-exchange connections, as compared with 780 and 35 respectively at the end of the last year.

Instruments and Wires rented to Railways.

Telegraph wires and instruments rented to railways during the last three years are given below :—

	1922	1923	1924
Wire mileage	.. 1,791	.. 1,862	.. 1,910
Instruments	.. 156	.. 162	.. 160

The increase in the wire mileage is due to the extension of the Qaraghan-Kingerban section to Tuz Khurmatu, a part of the Kingerban-Kirkuk project.

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WIRELESS.

Wireless communication with Cairo and Beirut functioned satisfactorily, the only serious breakdown being caused by a static storm on 30th May, 1924, which resulted in an interruption lasting nine days.

The cables of the Indo-European Telegraph Department were interrupted from 30th August, 1924, to 7th September, 1924, during which period the traffic was successfully handled by wireless between Basra and Bushire, thus avoiding total interruption to foreign telegraphy traffic.

GENERAL.

Traffic.

The volume of traffic handled during the period 1st April, 1924, to 31st December, 1924, was 12 per cent. below that of the corresponding period of the previous year. This may justly be attributed to the general stagnation in commercial business, causing a fall in the inland private traffic.

At the close of the period under review, there were 126 offices open for paid public traffic; of this number 5 are departmental offices, 51 combined posts and telegraph offices, 61 railway offices, and 9 deal with inland vernacular traffic only. Out of the 51 combined offices, 16 deal with English and vernacular inland traffic, and the remainder with all classes of traffic.

The number of telegrams transmitted during the period was 302,466, as compared with 345,702 for the corresponding period of the previous year, and the number of signalling operations entailed in their despatch from the offices of origin to the offices of destination were 745,262 or 2·4 operations per telegram, as compared with 2·3 operations per telegram during the previous year.

Inland Telegrams.

During the period the number of inland booked messages was 181,971, as compared with 216,818 for the previous year, showing a reduction of 34,847, or 127·56 messages per day, to the aggregate value of Rs.3,99,846 and Rs.4,83,676 respectively. This gives an average charge of Rs.2/3/1 per telegram booked as against Rs.2/2/9 per telegram during the previous year.

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Foreign Telegrams.

Foreign booked telegrams (excluding radio) dealt with during the period totalled 55,008, to the aggregate value of Rs.6,37,091, as compared with 56,084 to the value of Rs.6,24,807 (including radio) during the corresponding period of the previous year. This gives an average value of Rs.11/9/1 per telegram as compared with Rs.11/5/3 per telegram of the previous year. The incoming foreign telegrams totalled 65,771 during the period, as compared with 66,503 of the corresponding period of the previous year, showing a reduction of 732 messages.

The average 'Iraq share of revenue during the period on foreign messages, incoming and outgoing, excluding radio, was Rs.24,906 as compared with Rs.2,50,809 during the corresponding period of the previous year.

Wireless Traffic.

Considerable use has been made of the radio services introduced between Syria, Great Britain, Germany and America. The amount of traffic handled by the station for the period is as follows :—(*a*) forwarded messages, 3,574 ; (*b*) transmitted, 5,410 ; (*c*) received, 3,971. The total revenue was Rs.43,478, as compared with Rs.28,405 for the corresponding period of the previous year, showing an increase of Rs.15,073.

The traffic forwarded by this route is on the increase and it is expected that the station will shortly be employed to its fullest capacity.

Complaints.

The efficiency of the staff has been maintained, and complaints from the public compare favourably with the number received during the corresponding period of the previous year.

Delay to Traffic.

Delay to both inland and foreign traffic on main lines has been at a minimum.

Overtime.

There has been no appreciable decrease in the periodical pressure of traffic experienced both at Baghdad and Basra, and a sum of Rs.2,263 was paid to the staff for overtime performed, as compared with Rs.2,300 paid during the previous year.

Late Fee Telegrams.

At the express wish of the Ministry of Interior a late-fee system has been introduced for several important frontier offices in order to meet cases of emergency during closed hours. It is not, however, intended to extend the system, owing to the additional work involved.

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VII. MINISTRY OF EDUCATION.

1. Education in 'Iraq in Turkish times and since.

Government Schools.

The Turkish system provided in theory a comprehensive scheme of education based on European, chiefly French, models. It included a sensible curriculum, with primary schools, secondary schools, technical schools, a law school, two training colleges, girls' schools, and scholarships to higher schools at Constantinople In practice the system was a comparative failure. This was chiefly for the following reasons :—

(1) More attention was paid to the appearance than to the reality. Thus, a Turkish educational report of 1915 states that in 160 primary schools in 'Iraq there were 6,470 registered pupils, or an average of 40 pupils per school; and the actual attendance fell far below the registered attendance.

(2) The medium for instruction was Turkish—a foreign language to nearly all except the children of officials.

(3) After 1908, schools became more propagandist and military in their spirit, and were avoided by those who did not wish to be Turkicized.

(4) The general level of the teachers was low. This at least is the impression gained from an acquaintance both with those who taught and those who studied in the schools of 'Iraq. Accuracy was not insisted on. No mental effort except that of memory was demanded from the pupil, and the teachers were generally incapable of discriminating between important and trivial points.

(5) The system made no impression on the mass of the people. These received such education as they got from the Mulla Schools, which taught reading, writing and religion in the most antiquated and unsanitary conditions.

After the occupation of Baghdad, in 1917, it was the task of the British Government to build up something from the relics of the old system. Arabic, or the local vernacular in places where Kurdish, Turkish, Persian or Syriac was spoken, was adopted as the medium of instruction. Turkish was undesirable, English, even before the setting up of an Arab Government, impossible. The adoption of Arabic was however by no means a simple matter. Comparatively few 'Iraqis either wrote or spoke correct Arabic, and in the Training College and all the schools about one-fifth of the time has to be devoted to its study. English is now taught as a second language to all classes above the fourth year primary.

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Great efforts have been made to provide a sound educational grounding, and to ensure that attendance at a school means more than passing in at one door and out by another, or out by the same door. Thoroughness is alien to the spirit of the people, but seven years of insistence on it has provided the country with an education that is sound as far as it goes. Every year untrained teachers are being replaced by teachers from the Training College. And for the Secondary Schools, Syrian teachers are being employed until 'Iraqis of the necessary standard are available.

The provision for higher education is dealt with in the body of the report.

Non-Government Schools.

Of these there are several categories, all going back to Turkish times.

(*a*) The most numerous class are the Qoran or Mulla Schools, of which there may be 300 in the country with a total attendance of about 15,000. Reading and recitation of the Qoran is taught in them. Each one is under a Mulla, who takes children as young as he can get them, and keeps them for an indefinite period, making his living from such fees as he can extract from his pupils. As these pupils are all at different stages of proficiency, and engaged in reciting different parts of the Qoran, class teaching is impossible, and the share of individual attention that each pupil gets is necessarily small. Some children receive no other education than that given by the Mulla. Some go on to Government Schools.

Recently an attempt has been made in co-operation with the Ministry of Auqaf (charitable bequests) to raise the status of some of these Qoran schools by appointing teachers capable of giving a general course of instruction.

It is difficult to say anything in favour of the Qoran schools in general, except that they keep alive the class of Mullas at the expense of the eyesight, health and intelligence of their pupils.

(*b*) Community schools are the schools maintained by the Jews, Chaldeans, Syrian Catholics, old Syrians, Nestorians and Armenians, at the expense of the community and under the management of the community. In Turkish times they were most numerous in the northern area, where Christian villages abound. But since the occupation these Christian village schools have become government schools through the absorption of their staffs into the cadre of government teachers, and their adoption of the government primary syllabus. This change has certainly raised the efficiency of the schools. It is generally acceptable to the laity in each community, though not to the most conservative of the priesthood. The future of these communities depends on their becoming homogeneous and not alien elements in the young state of 'Iraq, and it is hoped to bring about this result by teaching them that it is possible to become 'Iraqis without ceasing to be Christians.

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In the central and southern areas the community schools are still under the management of the community. Most of them receive financial help from this Ministry, and in general are ready enough to accept advice for the improvement of their teaching and their curriculum. The large Jewish schools in Baghdad, for boys and girls, are improving their Arabic and general education.

(*c*) Missionary schools are conducted by the Dominicans in Mosul, the Carmelite Brothers and Sisters in Baghdad and Basra, the Protestants in Baghdad and the American Presbyterians in Basra and Mosul. Except the Dominican School in Mosul, which is an anaemic survival of a good pre-war school, all these schools are supplementing the work of the Ministry.

(*d*) There are a few schools founded privately, generally to serve some political end. In all of them the education given is more or less inferior to that of government schools of the corresponding type.

The religious schools for adults in centres like Najaf are at present outside the scope of this Ministry.

2. Medium of Instruction.

In all the above schools Arabic is the medium of instruction, with the following exceptions :—

(*a*) In cases where the local vernacular is not Arabic, but Kurdish or Turkish or Persian or Armenian or Assyrian or Hebrew, that vernacular is used as the medium of instruction and Arabic is taught as a foreign language. But such cases are few—not more than 30 in all.

(*b*) In two of the community schools and in four of the Missionary schools the chief medium is French, because the teachers are either French or trained in France.

3. Fees.

(*a*) In Government Schools

Admission to the four lowest Primary classes is free. In the fifth and sixth classes the fee is Rs.15 a year, but free pupils may be admitted on grounds of poverty up to 25 per cent. of the total number.

In the Secondary Classes the fees are Rs.30 a year, payable in three instalments in advance. In the Engineering School and the Technical Schools admission is free.

In the Training College tuition and boarding are free.

In the Law School the fees are Rs.150 a year, payable in three instalments in advance.

School books are issued to pupils on payment.

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(*b*) NON-GOVERNMENT SCHOOLS.

As a general rule fees are levied on those pupils able to pay, according to their capacity. The result is that in seasons of trade depression the budget of a school often does not balance. The Jewish schools are assisted by International bodies like the Alliance Isréalite and the Anglo-Jewish Association, and the Missionary schools by subscriptions from Europe and America. The Ministry of Education gives grants-in-aid according to the funds available and the deserts of the school.

4. Organisation.

The Minister has under him a Director-General who is the responsible executive and financial official. There is also an Inspector-General with the powers of Adviser. His functions are to give general advice to the Minister, and to satisfy himself that the policy of the Ministry is being carried out.

For administrative purposes there are five areas, Baghdad, Mosul, Kirkuk, the Euphrates, Basra, each under a Director of the Area, who is assisted by inspectors and is responsible to the Director-General. Two of these Areas, Kirkuk and Euphrates, were formed (the latter in September, 1924) by lopping off pieces of two of the areas already existing, which were found unwieldy.

Appointments are made by the Director-General, and in all the more important posts require the sanction of the Minister.

There are at the moment seven British officials in the Ministry—the Inspector-General, one Inspector, the Principal and the Assistant Principal of the Baghdad Technical School, and three teachers of English in the Secondary Schools of Baghdad, Mosul and Kirkuk.

The control of the Ministry of Education over the non-government schools is partly a moral control, partly a control based on a number of ordinances made in Turkish times, and not yet repealed. As a matter of practice there is very little friction between the Ministry and these schools. Inspections by government inspectors are as a rule welcomed, and their suggestions accepted. A draft law defining more exactly the powers of the Ministry in this matter is under consideration.

5. Administration and Personnel.

In June, 1923, Mr. Glen, the Acting Adviser, went on leave, and handed over to Mr. Riley. At the end of November Mr. Smith came out from England to take over the post of Inspector-General, the post of Adviser being nominally suppressed. In August, 1924, Mr. Riley went on six months leave.

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With the resignation of the Cabinet of 'Abdul Muhsin Beg, the Minister of Education, Haji Husain Chalabi, went out of office on 21st November, 1923. The new Prime Minister, Ja'far Pasha al 'Askari, carried on the duties of Minister of Education, in addition to those of Prime Minister until the appointment of Shaikh Muhammad Abul Mahasin as Minister of Education, on 3rd December, 1923. On 2nd August, 1924, Yasin Pasha al Hashimi became Prime Minister, and Shaikh Muhammad Ridha al Shabibi, a Najafi Shi'ah, Minister of Education.

The years 1923–24 have been marked by steady progress within limits mainly determined by financial stringency. The total Budget expenditure upon Education for 1923–24 amounted to Rs.18,00,000 (or less than 4 per cent. of the total Budget expenditure of the country) compared with Rs.19,50,000 in the year 1922–23. For 1924 it will amount to about Rs.21,50,000.

6. Training of Teachers.

Nevertheless, if expansion has been difficult, there has been a marked improvement in quality. This is due partly to an improved system of inspection, partly to the increasing proportion of teachers from the government Training College. Advantage was taken in September, 1924, of an unusually large number of applicants for admission to the Training College to increase the number of students. There are now 240. Two courses are provided—one of three years for full Primary Schools, one of two years for those schools which are not expected to require more than the four lower classes. It is to be hoped that before long it will be possible to reduce the course to one year for all, and to confine the instruction simply to pedagogy. Secondary education is now a genuine, instead of an imaginary need, and to meet it a separate section of the Training College has been instituted. This section is financially self-supporting. It offers in the evening hours a two years' course to Primary School teachers, who pay fees for attendance. Those who qualify at the end of the course will, it is hoped, become teachers in Secondary Schools, with better financial prospects than are open to Primary School teachers. At present it is only possible to staff the Secondary Schools by importing Arabic-speaking teachers from Egypt or Syria. One penalty that has to be paid for the growth of national feeling in the country is that every proposal to appoint a foreign teacher is met by the objection that equally competent native teachers are available, and are cheaper than foreigners. Neither objection is true. The second probably never will be true, though it will continue to be urged. The first, it is hoped, may be true some day, and with this object the policy of sending selected students at government expense to the American University of Beirut was continued in 1924, when six were sent in addition to the six already there. It is hoped to send fifteen next year. These

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students are bound by contract to serve as teachers on completion of their studies, and they will provide the country with what it badly needs at present, teachers who not only know their own language, but also have attained a respectable standard in the studies taught at a modern University.

7. Primary Schools.

It will be a long time in this country before the proportion of children of school age who attend school is high. It is not hoped, or even wished, that all children shall complete the Primary Course. For this reason the first four years of the Primary Course have been made into a course which as far as it goes is complete in itself. The fifth and sixth years of the Primary Course are treated as supplementary. Thus there are three recognized periods in Primary and Secondary education—the first ending after the fourth year Primary, the second after the sixth year Primary, and the third after the fourth year Secondary. It is further proposed in the Secondary classes which are to be opened in provincial towns to provide at first a Secondary course covering two years only.

The reason for all this is the necessity for some sort of compromise between the educational and the economic needs of the country. A Government, representative in form, can only be based on an intelligent electorate, and it is the business of education to help in forming an intelligent electorate. At the same time economic pressure will make it impossible for all children of school age to attend school, or even for all of those who do attend to complete the whole Primary and Secondary course. It has therefore been decided to give every facility to those children who can only attend school for a limited period, and at the same time to induce them as far as possible not to abandon their studies except at the end of one of the recognized periods, so that when they do leave school they may have worked through a course which, so far as it goes, is complete in itself.

8. Secondary Education.

Whatever may be thought desirable elsewhere, in this country it is neither desirable nor practicable to provide Secondary education except for the selected few. There are at present four government Secondary Schools at Baghdad, Basra, Mosul and Kirkuk. But there are reasons for thinking that even this limited number may be too large, and that it might be better to concentrate on two Secondary Schools, each with a boarding section, one at Baghdad and the other at Mosul. These offer a four years' course, and with the classes offering a two years' course, which it is proposed shortly to open in certain provincial towns, should be enough to meet the demand for Secondary education.

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9. Higher Education.

Higher education presents serious problems of its own. The dearth of men who might be called in any modern sense "educated" has become more apparent as the need for them, since the introduction of self-government, is more urgent. The schools of Constantinople are no longer open, as they were before the war, to those 'Iraqis who wished to pursue their studies up to the level of a University. And Western Universities do not at present offer the same facilities, although four 'Iraqi students have gone at their own expense to Oxford, one or two to Germany, and about 120 to Beirut. There is also an 'Iraq Government scholar studying agriculture at the University of California, and another holding a scholarship given by the University of Columbia for the study of education in America. Official encouragement of University education previous to this year took the form of scholarships tenable by 'Iraqis at foreign Universities, but the shortage of money limited these to an insignificant number. The period under report, however, has been marked by several innovations which ought to have an effect on higher education inside the country.

(*a*) The Al al Bait.

On 15th March, 1924, His Majesty King Faisal formally opened the theological building of the Al al Bait, and also laid the foundation stone of the central block. The complete scheme contemplates the construction of a number of buildings in which it is hoped one day to house the various faculties of a University. The theological building is far the finest educational building in 'Iraq. It contains twenty-seven rooms and a magnificent hall. It has been constructed at the expense of the Ministry of Auqaf, and therefore none of the costs of it fall on the general revenues of the country. It is to be devoted primarily to the teaching of Mohammedan theology, but it is to be hoped that this may be stretched so as to include Arabic literature.

The Scheme of a University.

The present intention of the Ministry of Auqaf is to build a its own expense a residential block and a mosque, in addition to the theological block and the central building. When these four have been completed, the construction of further buildings will be the duty of the Government, and the expense of them, both building and maintenance, will therefore fall on general revenues, the Ministry of Auqaf providing the site rent free.

The inception of the scheme is due almost entirely to His Majesty King Faisal and the Ministry of Auqaf. It is a conspicuous example of two qualities, generosity and courage. A generous use of money, even when it is other people's money, is only too rare in this country, and to embark on a scheme of

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which the realization is necessarily far off, demands great courage when there are so many easy reasons against doing anything. It would be foolish, however, not to recognize, and, therefore, not to be forewarned against certain dangers.

Difficulties in the Scheme.

In the first place, it may be doubted whether the momentum which has brought to completion the first building will be sufficient to carry through the whole scheme. Much remains to be done before the four buildings which represent the Ministry of Auqaf's share in the construction are complete. It is impossible, and extremely undesirable, that all the twenty-seven rooms of the Theological building should be filled with theological students. This result has been avoided by transferring (in January, 1925) the Engineering School to the first floor of the building. But it is still possible for reactionaries to raise the cry that such use of pious bequests is a departure from the intentions of the testators.

Secondly, it may be doubted whether there is a supply of teachers and students adequate for filling the existing and projected buildings. Both pupils and teachers must be up to a University standard. If they are not, the country will still be guilty of providing no higher education for its sons. But this is not the only evil that will result. A so-called University which has nothing of Academic standard about it except the scale of its buildings, will confirm instead of destroying that belief in false standards of value which is one of the worst banes of this country. All may be well if the authorities are content to see their buildings filled gradually as teachers and students of the requisite quality present themselves. But if they are frightened by ignorant clamour or misguided patriotism into filling their buildings at all costs, then nothing will save the scheme except the discovery of a new hoard of dragon's teeth to supply them with qualified teachers and students ready made.

A third difficulty is the enormous expense of the upkeep of an institution on the scale projected for this one. In this country, as in most Mohammedan countries, it is considered one of the duties of government to provide education free. No educational institution therefore—certainly not one as expensive as a University—can be supported from the fees of the students. And the Ministry of Auqaf would probably be neither willing nor able to provide the necessary endowments for maintenance and salaries. The expense of this provision must, therefore, fall on the state, and will be a disproportionate burden in a country whose total revenues only just exceed three million pounds.

It was thus obvious from the first that the progress of the Al al Bait was bound to be beset with difficulties. These were, in the nature of things, unavoidable, but, with care and commonsense and the proper use of experience, they could have been

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surmounted. Within the last month (December, 1924), the Faculty of Religion has been opened. It consists of six professors and two classes, one the classes having been bodily removed from the religious school of Mu'adhdham—a so-called secondary class—to form the higher of the two classes in the university. The teaching is entirely Sunni.

Attempts have been made to transfer to the University the Law School and the Engineering School. Both attempts were at first resisted, but recently the Engineering School has been installed there.

(*b*) The Law School.

In the month of March, 1924, the Law School, on the proposal of the Ministry of Justice, which had been responsible for the Law School since 1920, was transferred to the Ministry of Education. The Law School is potentially, though not actually, a higher school capable of being developed into a Faculty of Law, and taking its place as such in the new University. It has attempted to combine the functions of a school for the training of lawyers, a school for giving a general grounding to actual or prospective civil servants, and a school for giving a sort of education to those who, with no groundwork of general education, are filled with a vague aspiration to become graduates of a higher school. In attempting to perform three different functions, it has, certainly in its latter days, failed to perform any one of them adequately. Before the war its certificates were recognized in Western Europe as the certificates of a higher school. Latterly they have come to be recognized, even by some of the teachers and students at the Law School, as worth nothing at all, though every holder of them is entitled immediately to practise as a barrister in 'Iraq.

The first thing to be done is to make the Law School a school for the training of lawyers, so that it will be able to take its place as a Faculty of Law in the University. This will mean restricting the entrance to those who have reached the requisite educational standard—a necessary but unpopular restriction. Next, if funds are available, a separate course of instruction should be provided for Government functionaries. Those who treat higher education simply as a short cut to advancement, and claim the right to enter a higher school without any previous training, will have to be discouraged.

A successful attempt has been made this year, in September, 1924, to insist on a genuine standard for entrants. It still remains to provide a course for those who wish to become not lawyers but officials in such Ministries as Finance and Interior, or in other words, to provide a good general education above the secondary standard followed by the requisite amount of specialist training.

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(c) Scientific Education.

Scientific education in the higher branches is hampered by a shortage of money, buildings, teaching staff and students up to the necessary standard. The Engineering School, under the Ministry of Communications and Works, prepares boys for posts in irrigation, surveys and public works. It now has thirty-three pupils, and a preparatory class conducted by the Ministry of Education. With an expansion of staff it might become the nucleus of a Faculty of Engineering. But it is to be feared that its premature transfer may delay rather than accelerate this development.

The Department of Agriculture possesses at Rustumiyah, ten miles from Baghdad, an institute designed both for research and for teaching. The complete plan includes a hostel for students and quarters for teachers. But the sum allotted for these works in the Budget of 1924–25 was cut out, and an alternative proposal for a cheaper hostel is still under consideration. The institute was built and equipped at great expense. A comparatively small additional expenditure would make it available for teaching as well as research. This expenditure had hitherto been refused. Yet it is through teaching that the results of Agricultural research can be made of practical benefit to the country.

(d) Medical Education.

Medical education has as yet not developed beyond small beginnings. A class for Pharmacists in Baghdad turns out Dispensers for provincial towns. If they exceed their functions and act as medical practitioners, they are at any rate more competent than barbers or old women to cure a disease. The Department of Health Services also does most valuable work in the classes of women for instruction in midwifery.

A proposal has been also worked out in detail for establishing a Medical School in Baghdad. The institutes for medical research are better equipped and better staffed in Baghdad than in any other place in the Middle East, and it would be a great boon to the country if these facilities could be used for training local doctors. The expenses of the proposal are small in proportion to its usefulness.*

10. Technical Schools.

The state of technical education is not entirely satisfactory. At Baghdad the school is well housed and well equipped, but not so well attended as it should be. The school at Basra, which was closed during the year 1922–1923, has not been reopened. At Kirkuk the attendance fell so low after the cutting off of

*Veterinary training is given at present by sending 'Iraqis to India, but there is a proposal for a Veterinary course in Baghdad in connection with the Medical School.

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students' allowances that the staff of the school was transferred to Mosul in 1924. The school has, however, been reopened and subsidized by the Municipality, which pays allowances to students, the Ministry paying the teachers. The extension of the railway to Kirkuk may provide the incentive to technical training formerly provided by allowances, and, if that extension is accomplished, it may be worth while to maintain the school at Kirkuk. The school at Mosul, opened in May, 1924, now has 100 pupils. On the other hand an elementary technical school opened this year at Karbala, in deference to the wishes of a Karbalai Minister, has nine pupils.

The fact is that technical education has suffered even more than other branches of education from the substitution of local for British administrative control. The idea of improving the general standard of production by a nucleus of workmen who have received a systematic training, combining theory and practice, is incomprehensible to the ordinary 'Iraqi. He can understand a theoretical training, especially if it is limited to lectures on vague general principles and makes no demands on the physical or mental activities of the audience. But according to his ideas the business of a technical school is to make things, not to teach boys how to make things. He cannot understand a training based on a combination of theory and practice. And so popular criticism takes two forms: either that the school produces nothing, or that the boys have oily hands. A genuine technical school would be open to both these charges at once.

If 'Iraq is to be developed by foreign capital, skilled or semi-skilled labour will be needed. If it is not found in the country it will have to be imported. And yet the majority of local opinion is in favour of reducing the Technical School to the level of a Government carpenter's or blacksmith's shop, in which illiterate small boys are taught trades up to the general standard of the bazaar, and leave as soon as they can earn a living wage. As long as the school is under a British Principal this danger will be averted. But under the present dispensation the substitution of an 'Iraqi for a British Principal is only a matter of time.

From the beginning of the British Occupation, technical education has had to contend with other difficulties. In the first place the stopping of students' allowances exposed the fact, already suspected, that it was allowances rather than technical instruction that brought the pupils to the school. This is especially true in the case of Kirkuk, and additional proof of this is furnished by the fact that at the present moment only a very small percentage of pupils who have passed through that school are engaged in any work at all.

Another difficulty arises from the great increase in wages following the Occupation. The Technical Departments of the

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Government need trained local personnel more than ever, and they can offer such personnel a career that should be attractive. On the other hand, government departments are obliged to be economical. The scale of pay which they offer to apprentices at starting compares unfavourably with the wages offered in the bazaar to unskilled labour. The attractions of guaranteed continuous employment with a pension at the end of it are less enticing than the prospect of freedom to drift from one job to another at a wage much higher than it should be. In time the advantages of government service in technical departments will be recognized, but at present they are not recognized. Technical education is provided gratis by the State, and it is reasonable that those who profit by it should be asked to repay the state by service when their period of training is over. Formerly an attempt was made to secure this service by making students sign contracts to serve the State for a definite period proportionate to the length of their training. But the extreme difficulty of enforcing these contracts led to the abandonment of the system. Nevertheless, as long as the Technical School in Baghdad, at any rate, tries to live up to its name, something must be done to secure co-ordination between it and the various departments, such as railways, which are the chief employers of those who qualify at the Technical Schools. At present the low educational standard of entrants to these schools forces the teachers to waste much time on elementary instruction. The students who leave the schools are consequently not so highly trained as they should be, in fact the bridge intended to span the gap between the unskilled supply and the skilled demand has not quite achieved its object. This is not the fault of the school. The gap is too wide to be bridged by a single school. The remedy will be found when boys are willing to enter a technical school after, and not instead of, a primary school, and it is to be hoped that the impetus to this will be given by the prospect of a career offered by companies founded for the development of the natural resources of 'Iraq. In the meantime the temptation to turn technical schools into juvenile workshops must be resisted.

11.—The Ma'had al 'Ilmi.

A remarkable educational development inside the country is the Ma'had al 'Ilmi. This was founded early in 1922 with two main objects—to provide books and newspapers which could be read by members at the headquarters of the Society, and to organize lectures on advanced subjects for adults and night-classes for illiterates. It was supported by donations and by members' subscriptions and was at first confined to Baghdad. The attempt to spread the movement in the provinces was checked by the action of Government, who suspected the political designs of its founders. This action by Government had the effect of altering the character of the Society. It now turned

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its attention exclusively to the education of illiterates, and in imitation of the night-classes already conducted in Baghdad, similar classes were instituted in many towns and villages. The Society now claims to have 5,000 members distributed over Baghdad and 40 other centres. As a matter of fact, though the credit for the first impetus to these night-classes should go to the Society, the control and management of such classes in provincial centres is almost entirely in the hands of the Ministry. The night-classes are mostly held in school buildings, and the greater part of the teachers are Government school-masters. The subjects taught are chiefly Arabic reading and writing, English, Arithmetic, and Geography. The fee is nominally Rs.2 per annum from each student, but as a matter of fact probably most of them pay nothing. The expenses of the Society are met by fees, contributions from municipalities, grants in aid by this Ministry, and above all by donations.

In September, 1924, two new departures were made by the Ma'had in Baghdad. A Commercial School was opened, and night classes for women were started in six quarters. There is ample scope for a commercial school, but it is doubtful whether it will succeed, for those qualified to attend it prefer to make what they can as clerks, and the lowering of the standard of entry tends to reduce the school to the level of an ordinary primary school. On the other hand, the night schools for adult women, the mothers of boys and girls who attend Government schools by day, may mark the beginning of far-reaching social and educational changes. A nucleus of educated mothers would do much to solve the social, religious and educational problems of the country.

The students nearly all come from the working classes, and are debarred by their avocations from attending the ordinary schools. The progress they make is remarkable, and not confined to the youngest. There is no doubt of the value of the movement in broadening the basis of representative government. It is regarded in some quarters with suspicion because it is liable to be captured and used for political ends. As it is financially poor it is in danger of falling into the hands of any individual or party who is ready to pay for it. A small subvention from the Ministry of Education ought to avert this. From another point of view the movement has been criticized on the ground that it tends to upset the social order and hence the economic equilibrium of the country by making people discontented with their lot. If among the lessons it teaches it could also inculcate the lesson of the dignity of labour, this danger too would be averted. One of the curses of the East is the ideal of becoming a clerk in government employment. The ideal of Erasmus—the plough-boy singing the psalms in his own tongue as he follows the plough—has not yet been realized in the East. In 'Iraq, political and economic conditions demand a literate working class, and it remains to

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be seen whether literacy and labour can be combined. Whatever the real motives of the founders of the Ma'had al 'Ilmi, this is the combination they must be persuaded to work for.

12. Non-Government Schools.

The non-government schools have shown a tendency to conform to the Government primary schools syllabus, and have been given financial support, according to their needs and their efficiency, as far as shortage of funds permitted. There is at present on the anvil a draft law for the control by Government of private schools. This draft law is little more than a compilation from different laws enacted in Turkish times. As these laws are scattered over a series of years, it has been thought better to codify them. The control of these private schools by government is desirable chiefly on two grounds :—first, because, as secondary education is directed and organized almost entirely by government, there must be some uniformity of standard in those pupils, whether from government or private schools, who proceed to secondary education ; secondly, in the interests of nationalism some supervision by government is essential in the case of these schools representing a foreign race or creed. It is hoped, however, to exercise this supervision without interfering with the special aims and purposes of private schools.

The American Mission School at Basra still continues to provide in its upper classes an excellent secondary education. The personal influence of Mr. Van Ess makes it as an educational and a moral force unique among the schools in the country, and it is hoped that neither legislation nor any force will do anything to obstruct an influence so entirely beneficial.

The Alliance and other Jewish schools in Baghdad are the largest in the country. Though they are still overcrowded and in some cases inadequately staffed, and though they still pay too little attention to certain necessary subjects, they have generally speaking made a great advance in the teaching of Arabic. At the present moment it is the lack of money, rather than the lack of will, that prevents them from doing full justice to the natural intelligence of their pupils.

13. Shaikhs' College.

A residential school for the sons of Shaikhs has been included in and afterwards cut out from every Budget since 1920. The need for combining tribesmen and townsmen for political purposes into one harmonious whole is now greater than ever. An educated aristocracy among the tribes would do much to reconcile them to a more modern form of government. A Shaikhs' school appeared for the fifth time in the Budget for 1924–1925. It would be costly, but the co-operation of the tribes in the government of the country is worth paying for.

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14. Girls' Schools.

The demand for girls' schools has increased. It has also become a more intelligent demand. It is coming to be recognized that the backwardness of female education is a real handicap to the intellectual, moral and physical development of children, and imposes a serious burden on the State. Intelligent mothers could do much of the work that now either falls on schools or else is not done at all. The difficulty is to meet the demand. Trained local teachers practically do not exist. Of those who attend the girls' training centres at Baghdad and Mosul, many have no intention of taking up teaching. On the other hand, the importation of trained teachers, even if they are Mohammedans, from Egypt or Syria is opposed to the spirit of ξενηλασία which is one of the concomitants of 'Iraqi nationalism.

15. Physical Training.

The improvement in the standard of physical training in the last three years is so marked that it is legitimate to assume an advance from year to year. The instructors have begun to realize what it ought to be, and the result is an improvement in the discipline, the cleanliness, and probably also the physique of the boys. Football has become extremely popular with the older boys. They play it with a surprising measure of skill and some of the right spirit. The latter does not appear as yet to have permeated the spectators. It is unfortunate that the scarcity and inaccessibility of grounds, and various other causes, still prevent its spread among the smaller boys.

16. Boy Scouts.

The Boy Scout movement, which is carried on in practically every school in the country, does not yet quite make up for the absence of games. Since the movement was made more independent of government management and government financial support, and forced to stand on its own legs, it has made some approach to the ideals of its founder. At the best it will teach the youth of the country practical and moral lessons not to be learnt in any other way; at the worst it makes them march about with uniforms and drums in the open air, instead of playing in unhealthy houses or unhealthy streets.

17. Dangerous Tendencies.

It remains to indicate what appear to be the chief dangers in the way of a proper educational development in 'Iraq. The increasing control of education, as of other activities of the government, by 'Iraqis makes it necessary to dwell chiefly on those

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dangers of which 'Iraqis themselves are least aware. One danger is the belief held by nearly all, except the most obscurantist, that there is no limit to what education can do, and no limit to the money that might profitably be spent on education. There is no risk of too much money being spent on education, but there is real danger in the belief in unlimited education as the cure for every ill. Education is one of the influences, perhaps the most important influence, in the creation of sound citizenship and morals, and of industrial efficiency. But even the best educational system in the world cannot produce results immediately, and must therefore conform to the real, and not to the imaginary, economic, political and social needs of the country.

The overcrowding of the clerical profession, and consequent unemployment in a class productive of political agitators, is one of the results which may follow the uncontrolled spread of education. In 'Iraq this would entail a further evil. In a country where the population is so small, the overcrowding of one profession means the depletion of another. This result would be disastrous where the labour of every available native workman is required for that economic development of the country which stands between it and bankruptcy.

An even greater danger, because it is bound up not only with education but with the whole psychology of the people, is the belief in false standards of value. This is the result partly of inexperience of the conditions prevailing in other countries, partly of a kind of misguided patriotism which, instead of setting about to improve defects, prefers to deny their existence and accuse those who call attention to them of a want of patriotism. The consequence of this in education is that it is difficult to convince most 'Iraqis either that there is a real difference between high and low standards, or that there is any danger in allowing the intrinsic value of a thing to fall below its face value. The 'Iraqi judges whether a school is up to a secondary standard not by the standard of instruction in it but by the name over the door. In his eyes, what makes a man a competent doctor is the possession of a certificate, and not the long years of theoretical and practical training which the possession of such a certificate ought to imply. It is not safe for any independent country to be knowingly content with the third-rate. But to mistake the third-rate for the first-rate is even more dangerous. To persuade people that a little of the real thing is worth more than an expensive sham is an ungrateful but a necessary task.

" How can he get wisdom that holdeth the plough, and that glorieth in the goad, that driveth oxen, and is occupied in their labours, and whose talk is of bullocks? " To this question, put as an unanswerable question in the days of Solomon, the economic and political state of this country makes it imperative to find an answer.

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18. Statistical Tables.

(*a*) Number of schools, pupils, etc.

(*b*) Distribution of weekly periods allotted to subjects in Primary Schools, Secondary Schools and Training College.

A.

Government Primary Schools (Boys and Girls).

Year.	*Baghdad Area.*	*Mosul Area.*	*Basra Area.*	*Kirkuk Area.*	*Euphrates Area.*	*Total.*
Schools—						
1922–1923	58	68	31	14	—	171
1923–1924	65	72	38	24	—	199
1924–1925	54	73	37	24	17	205
Staff—						
1922–1923	234	258	125	63	—	680
1923–1924	265	255	140	66	—	726
1924–1925	237	254	153	70	73	787
Pupils—						
1922–1923	5,445	6,789	2,995	1,369	—	16,598
1923–1924	6,147	6,417*	3,290	1,594	—	17,488
1924–1925	5,769	6,289*	3,485	1,474	1,386	18,408

*Decline in numbers due chiefly to two causes:

(1) Those below age for entrance, though still allowed to attend school, were, after 1923, no longer registered as regular pupils. Total present number of unregistered pupils in Mosul Area, 859.

(2) Withdrawal of certain schools from the Mosul Area to the Kirkuk Area.

Government Primary Schools for Girls 1924–25.

Year.	*Baghdad Area.*	*Mosul Area.*	*Basra Area.*	*Kirkuk Area.*	*Euphrates Area.*	*Total.*
Schools—						
1922–1923	4	19	2	3	—	28
1923–1924	5	18	2	2	—	27
1924–1925	7	19	2	2	—	30
Staff—						
1922–1923	17	81	6	5	—	109
1923–1924	31	73	6	4	—	114
1924–1925	42	75	11	4	—	132
Pupils—						
1922–1923	544	1,797	331	169	—	2,841
1923–1924	843	2,230	292	92	—	3,457
1924–1925	1,153	2,197	272	95	—	3,717

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Government-Aided Schools (Boys and Girls) 1924–1925.

Year.	*Baghdad Area.*	*Mosul Area.*	*Basra Area.*	*Kirkuk Area.*	*Euphrates Area.*	*Total.*
Schools—						
1922–1923	26	5 plus 10 mosques	8	—	—	49
1923–1924	22	4	4	1	—	31
1924–1925	21	4	8	—	6	39
Staff—						
1922–1923	273	40	47	—	—	360
1923–1924	232	21	43	2	—	298
1924–1925	239	21	56	—	37	353
Pupils—						
1922–1923	7,622	1,083	1,038	—	—	9,843
1923–1924	7,306	394	1,083	41	—	8,824
1924–1925	7,886	328	1,497	—	606	10,317
Total of Grants-in-Aid in Rupees—						
1922–1923	37,500	7,200	13,200	—	—	57,900
1923–1924	20,480	3,200	4,800	320	—	28,800
1924–1925	26,950	4,050	7,050	—	4,900	42,950

Number and Distribution of Government Schools (Boys and Girls) in which the language of instruction is other than Arabic.

Area.	*Number.*	*Remarks.*
Baghdad ..	Nil	
Basra ..	Nil	
Mosul ..	4	4 Assyrian.
Kirkuk ..	19	13 Turkish; 6 Kurdish.
Euphrates ..	Nil	
Total ..	23	

Number and Distribution of Non-Government Schools (Boys and Girls) in which the language of instruction is other than Arabic.

Area.	*Number.*	*Remarks.*
Baghdad ..	10	5 partly in French and partly in Arabic; 2 Persian; 2 Hebrew; 1 Armenian.
Basra ..	9	3 partly in English and partly in Arabic: 5 partly in French and partly in Arabic; 1 Armenian.
Mosul ..	4	2 French; 1 Assyrian; 1 Armenian.
Kirkuk ..	1	1 Turkish.
Euphrates ..	5	1 Persian.
Total ..	29	

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B.

Distribution of Weekly Periods in Primary Schools, Secondary Schools, and Training College.

Primary School Syllabus.

	1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	6th Year.
Religion	6	5	5	4	3	3
Arabic language ..	12	9	8	7	6	6
Arithmetic ..	6	6	5	4	4	3
Geometry	—	—	—	1	1	2
History	1* } 1	1	2	2	2	2
Geography ..	1* }	1	2	2	2	2
Objects	2	2	2	2	2	2
Civics	—	—	—	2	—	—
English language ..	—	—	—	—	9	9
Arabic writing ..	—	3	2	2	1	1
Drawing	—	—	1	1	2	2
Handwork.. ..	2	2	2	2	1	1
Physical training ..	2	2	2	2	2	2
Singing	1	1	1	1	1	1
	32	32	32	32	36	36

*One hour combined.

Secondary School Syllabus.

	1st Year.	2nd Year.	3rd Year.	4th Year.
Religion	2	2	1	1
Arabic language	8	8	7	6
English language	7	7	7	7
History	2	2	2	3
Geography	3	2	2	—
Ethics and moral philosophy	—	—	1	3
Arithmetic	4	2	—	—
Geometry	2	2	2	1
Algebra	—	2	2	—
Trigonometry and topography.	—	—	2	1
Mechanics and cosmography.	—	—	—	2
General elementary nature study.	3	—	—	—
Physics	—	2	2	2
Chemistry	—	—	2	2
Biology (natural history) ..	—	2	2	3
Drawing	2	2	1	2
Physical training	1	1	1	1
	34	34	34	34

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Training College.

Table showing the subjects taught in the Training College and the number of hours for each class per week.

Subjects Taught.	Primary Section.				Elementary Section.			
	1st Yr.A	1st Yr.B.	2nd Yr.	3rd Yr.	1st Yr.A.	1st Yr.B.	2nd Yr.	Remarks
Arabic language ..	8	8	8	5	8	8	5	
English language ..	3	3	3	2	—	—	—	
Pedagogy :								
Scientific ..	—	—	2	4	2	2	3	
Practice lessons	—	—	—	8	—	—	7	
Mathematics ..	5	5	4	3	6	6	4	
History	3	3	2	2	3	3	3	
Geography ..	3	3	2	1	3	3	2	
Physics	3	3	3	3	4	4	3	
Civics	—	—	2	—	—	—	2	
Religion	2	2	2	2	2	2	2	
Drawing	2	2	2	2	1	1	1	
Manual work ..	2	2	2	2	2	2	1	
Physical Training..	2	2	2	1	2	2	1	
Arabic writing ..	2	2	1	—	2	2	1	
Songs	1	1	1	1	1	1	1	
Total ..	36	36	36	36	36	36	36	

VIII. THE MINISTRY OF AUQAF.

1. Assurance of Control and Administration.

The control and administration of Sunni Moslem Auqaf* in 'Iraq have been assured by vesting the responsibility for these Auqaf in a Minister who is a member of and responsible to the Council of State. Auqaf other than the Sunni Moslem, e.g., Jewish, Christian, Shi'ah, and the like, are not subject to Government control, hence this section deals only with the Sunni Moslem Auqaf.

2. Education.

The teaching of " Religion," which comprises Mohammedan theology and law, Arabic language and literature, mathematics, and Moslem history, continues on the traditional lines ; in Baghdad alone, there are thirty-two teachers (*Mudarris*) in the receipt of salaries from Auqaf funds and similar appointments exist all over the country. This type of teaching is unco-ordinated and uncontrolled, the students are usually adults who desire to become mosque officials and are often in receipt of allowances from funds bequeathed for this purpose.

* Charitable bequests.

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Under the new regime, an educational policy has been developed which is to provide elementary education for Moslem children by establishing children's schools accommodated and maintained by Auqaf and inspected by the Ministry of Education, secondary schools for boys who desire to devote themselves to a religious life, and higher education for the latter also.

The children's schools have been in operation four years now and are reported upon favourably by the officials who inspect them.

Secondary schools have been established in Baghdad, Basra, Kirkuk, and Samarra.

Higher education has been established in the Al al Bait University where a Faculty of Theology has been instituted.

Teaching in the children's schools is free but students in the secondary schools and the Theological College receive allowances and most of them are boarded and lodged free as well.

In addition to the foregoing, Auqaf makes a monthly contribution to a private school in Mosul and one in Najaf.

For the present, owing to the continual fall in property-values and revenues, further building on the Al al Bait University is suspended, in the college already completed,the school of Theology and the school of Engineering are accommodated, and it is hoped that a school of Medicine will be established in the near future.

The table attached to this report shows the annual charge on Auqaf funds which this educational effort involves.

3. General.

The administration of Auqaf sustained a very serious set-back in 1923, from which it is not likely to recover fully for two or three years ; it will only recover then if the policy developed in the years 1918–22 is followed faithfully in future. The principal causes of the set-back were the absence of the British Adviser from April to December on leave, and the resignation of the Director-General, Hamdi Effendi al 'Adhami, in April. The Ministry was thus left for three-quarters of the year without an official with the experience and influence necessary to maintain the policy in the face of the efforts made to change it.

In the middle of 1924, it was found impossible to pay salaries and debts ; this led to the British Adviser taking over administrative control of expenditure and building schemes which he will retain until all debts are paid.

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4. Ministers.

The portfolio of Auqaf was retained by 'Abdul Latif Pasha Mandil until December, 1923, when Ja'far Pasha al 'Askari formed a new Cabinet in which Auqaf was entrusted to Shaikh Salih al Basha'yan : both of these Ministers are Basrawis. On the formation of the Yasin Pasha Cabinet in August, 1924, Auqaf was entrusted to Shaikh Ibrahim al Haidari, formerly Shaikh al Islam at Constantinople, who held the portfolio at the end of 1924.

5. Revenues and Expenditures.

The revenues for the period under review were as under :—

Period.	*Revenues.*	*Expenditure*
	Rs.	Rs.
April, 1923 to March, 1924 ..	21,25,986	21,28,973
March, 1924 to December, 1924	12,66,995	13,60,605
	Rs.33,92,981	Rs.34,89,578

The 1922–23 figures were :—

April, 1922 to March, 1923 .. Rs.20,65,437 Rs.24,63,999

The surplus of expenditure was drawn from accumulated funds from previous years.

As regards revenues, the fall in property values has continued, as will be seen from the rentals of three large business premises in the business centre of Baghdad :—

Year.	*Khan Daftardar.*	*Khan Zurur.*	*Khan Urtma'.*
	Rs.	Rs.	Rs.
1921 ..	16,900	40,000	20,000
1922 ..	13,070	30,000	16,800
1923 ..	15,090	28,435	15,553
1924 ..	9,350	20,715	11,011

Fortunately, the rental-rolls were lengthened by the addition of new properties built from funds accumulated during 1918–20, hence the total revenues have not fallen so quickly as individual properties.

The amount available for the development of the properties and the repair of mosques is now very much reduced and the Ministry of Auqaf must now begin to retrench its expenditure in order to meet its obligations, for instance, the amount spent on the repairs of mosques for 1922–23 was Rs.10,46,000 ; 1923–24, Rs.2,33,200 ; April 1924 to December, 1924 Rs.1,63,212.

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There are many buildings which are of great historical interest and which call for complete overhaul and repair which must now await better days.

It is estimated that the fall in property values will continue for another two years at least.

Statement of Allowances and Expenditure for Religious Schools controlled by the Ministry of Auqaf, 1924–25.

Name.	*Monthly allowance*	*Yearly.*
Higher Education—	*Rs.*	*Rs.*
Baghdad		
Al al Bait University.		
Salaries	2,520	30,240
Allowances for students ..	440	5,280
Food allowance	95	1,140
Miscellaneous	250	3,000
Buildings and Repairs ..	—	73,152 9
Total ..	3,305	1,12,812 9
Secondary Education—		
Baghdad		
Kulliyah Imam al 'Adham.		
Salaries	3,100	37,200
Salaries of students ..	1,000	12,000
Miscellaneous	200	2,400
Food allowance	1,200	14,400
Building and Repair ..	—	887 14
Total ..	5,500	66,887 14
Mosul, Madrasah al Islamiyah ..	500	6,000
Kirkuk, Madrasah al 'Ilmiyah ..	1,300	15,600
Basra, Sulaimaniya Rahmaniyah		
Salaries	2,660	31,920
Installation expenses ..	—	3,720
Total ..	2,660	35,640
Samarra Madrasah 'Ilmiyah ..	311 14	3,742 8

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Name.	*Monthly allowance.*	*Yearly*
Elementary Education—	*Rs.*	*Rs.*
Baghdad		
Baba Gurgur		
Salaries	185	2,220
Miscellaneous	10	120
Building and repair ..	—	1,499 2
Total ..	195	3,839 2
'Umariyah	195	2,340
Haidariyah	210	2,520
'Adhamiyah	278	3,336
Salman Pak	250	3,000
Najaf, Madrasah Gharah ..	250	8,000
Basra, Najat at Zubair	622 8	7,470
Manawi	240	2,880
Manawi installation expenses	—	260
Al Sabiliyat		
Salaries	240	2,880
Installation expenses ..	—	700
Madrasah Tahdhib	85	1,020
Madrasah Muhailah ..	240	3,580
Total ..	9,994 14	1,95,477 8

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REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

ADMINISTRATION UNDER MANDATE

OF

BRITISH TOGOLAND

FOR THE YEAR

1924.

(*For the Report for* 1923 see *Non-Parliamentary Publication, Colonial No. 3, July,* 1924).

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THE Commission was appointed "to visit Northern Rhodesia, Nyasaland, Tanganyika Territory, Uganda, and Kenya with a view to obtaining as much information as possible in the time available on all subjects covered by the terms of reference to the East Africa Committee, and to report to the Secretary of State on any facts which they may consider have a bearing upon the above matters."

The terms of reference to the East Africa Committee were :—

"To consider and report :

(*a*) on the measures to be taken to accelerate the general economic development of the British East African Dependencies and the means of securing closer co-ordination of policy on such important matters as transportation, cotton-growing, and the control of human, animal, and plant diseases ;

(*b*) on the steps necessary to ameliorate the social condition of the natives of East Africa, including improvement of health and economical development ;

(*c*) on the economic relation between natives and non-natives with special reference to labour contracts, care of labourers, certificates of identification, employment of women and children ;

(*d*) on the taxation of natives and the provision for services directed to their moral and material improvement."

The fundamental importance of this Report to all interested in Imperial relationships has been recognised by all sections of the Press. *Nature* describes it as "a valuable report." The *Economist* refers to it as "the exceedingly interesting report of the East Africa Commission." The *Times* says it is "a much needed survey of British East Africa as a whole"; and the *New Statesman*, "a document which ought to have a wide circulation."

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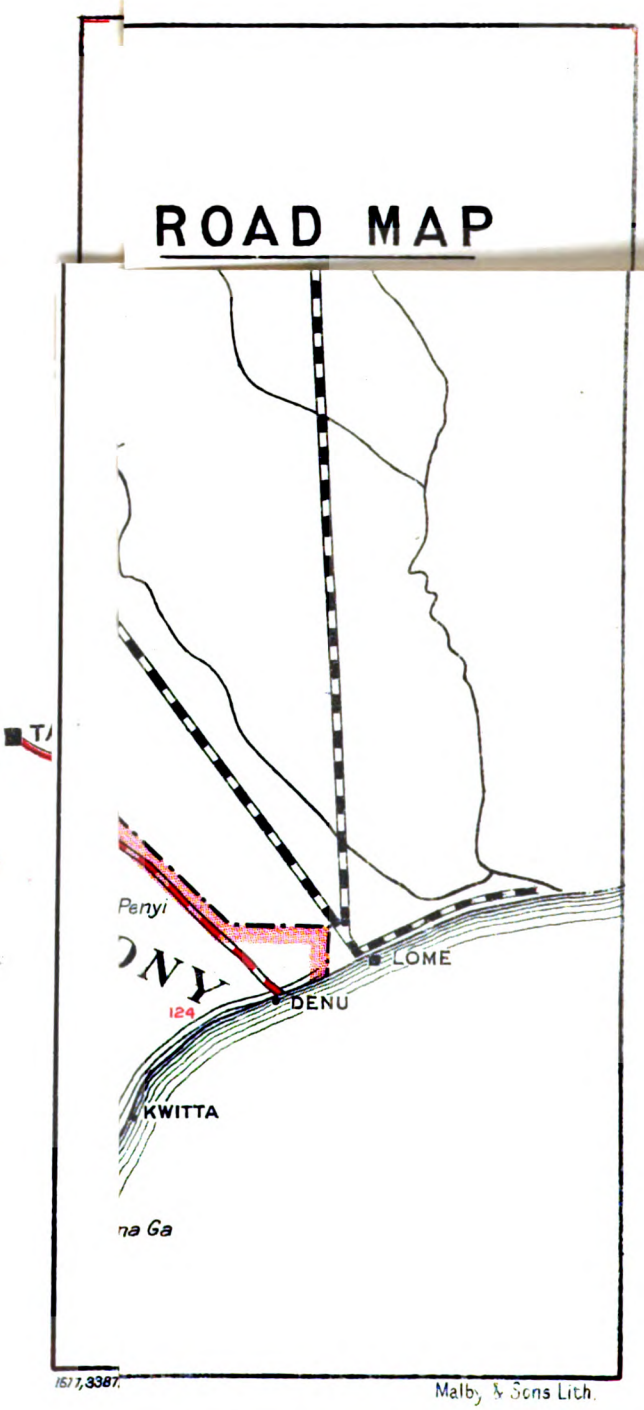

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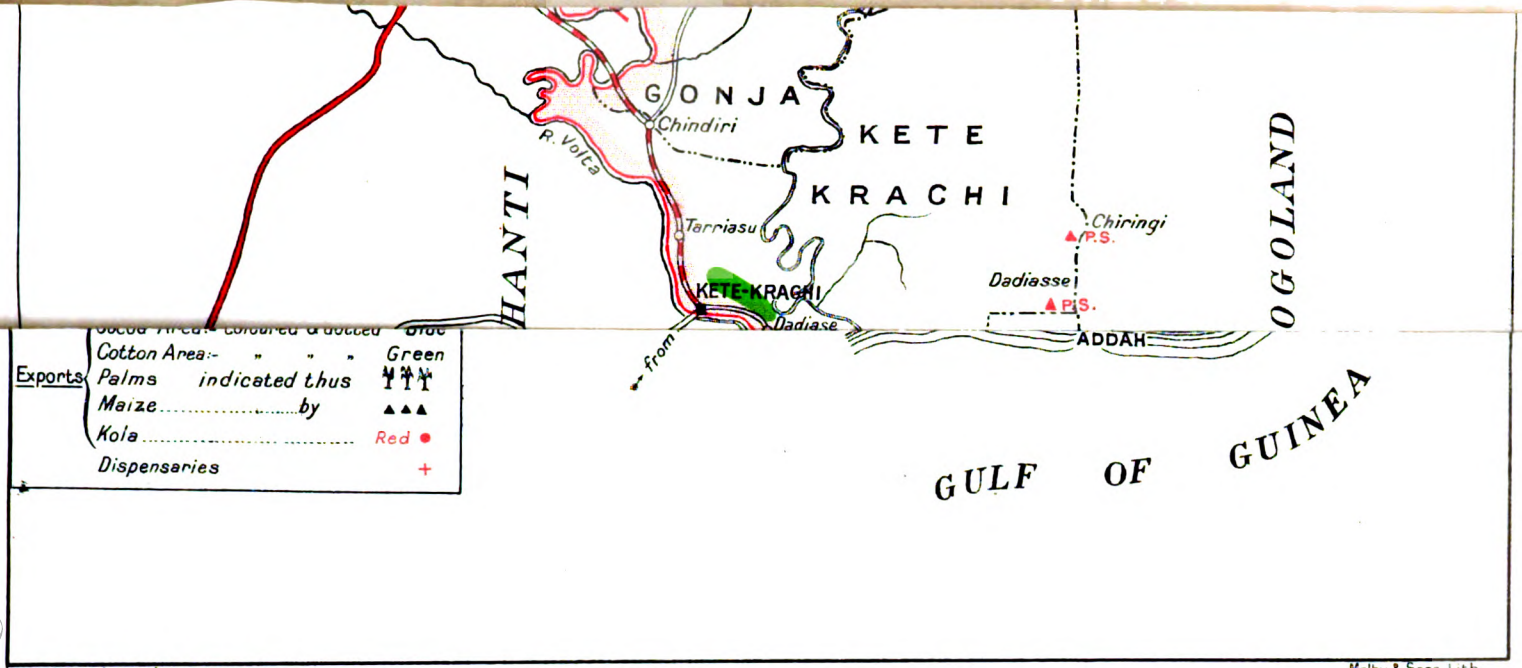

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REPORT BY HIS BRITANNIC MAJESTY'S GOVERNMENT ON THE ADMINISTRATION UNDER MANDATE OF BRITISH TOGOLAND FOR THE YEAR 1924.

HISTORICAL.

The following is a brief account of the history of the people inhabiting the British Mandated Sphere of Togoland. In the Northern Section the tribes are found to differ totally from those in the Southern Section; while they are less advanced, they are more powerfully built and live in an almost nude state, excepting where some form of dress has been adopted, when they often affect loose garments similar to those worn by the Hausa people. Their history is somewhat vague, but tradition points to long periods of migration and its causes, some of these latter being private, family or tribal quarrels, which have practically peopled the land here and there with communities founded by hunters or other individuals of great prowess. It is recorded that when the Ashanti nation was at its zenith, about the middle of the 18th century, the tribes inhabiting this section were under the Ashanti sway, and an annual tribute of slaves and cattle was collected by the Ashanti ambassadors, but on the decline of the Ashanti dynasty and the advent of the European the people gradually shook off the yoke, and as time progressed they again became independent.

2. In the Southern Section the dominant race is the Ewe-speaking people, the cradle of whom appears to have been eastward, and local tradition points to the basin of the Kuara River (the Niger), probably a part of the former kingdom of Benin, as having been their former home.

It is, however, generally accepted that some four to five centuries ago a general migration westward took place, for which no particular reason can now be assigned. This dispersion would appear to have been in two directions, one to the north-west and the other to the south-west. Owing to internal strife the southern group split up, one group settling at Tado, on the Mono River, which divides Togoland and Dahomey, and at Nuatja, further west, between the Haho and Shio Rivers, the other north-west of this locality, where they formed the town of Dogbonyigbo, which town was situated in what is now known as the Adele division of Togo, and from this group the Awunas of Keta and the Bey (Behs) of Lome are purported to have sprung. The people of Dogbonyigbo later deserted their town and joined their kinsfolk at Nuatja, and this latter place, for all historical purposes, may be taken as the home of the Ewe race. Here they remained in unity for some time, but about 250 years ago the

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persistent cruelty of the ruling chief culminated in a general dispersal in a south-westerly direction and the occupation by the Ewe people of the Southern Section of the British Sphere.

3. Between this period and 1888 the Ewes became involved in the following tribal wars :—

In 1833, the Peki revolt against the Akwamus,
and
In 1845 and 1868, the second and third Akwamu wars.

4. In 1869 the territory was invaded by the Ashantis, who were assisted by the Akwamus and the Awunas, under the Ashanti General Adu Baffo, who inflicted many reverses on the various tribes, and on the 25th June, 1869, destroyed the German Mission Station at Ho and captured one M. Bonnat, a French merchant. Flushed with these victories the Ashanti Army, a few days later, destroyed the Mission Station at Anum and captured four Swiss missionaries : Mr. Ramseyer, his wife and child, and Mr. Kuehne, whom they eventually removed to Kumasi and held in captivity for four years until released by the expedition under Sir Garnet Wolseley in 1874. This year saw the downfall of the Ashanti dynasty. In 1875 the first Taviepe war took place, in which the Taviepes and the Ziavis became involved. The latter tribe fought under Kwadjo Dei V, of Peki. This expedition was caused by the Taviepes having assisted the Ashantis during the invasion of 1868.

5. In 1886 and 1887 treaties were drawn up by Mr. Riby Williams, then an officer of the Gold Coast Government, in which the majority of the tribes along the littoral and its immediate hinterland, as well as those adjoining the Northern Territories of the Gold Coast, acknowledged themselves as being under the suzerainty of Great Britain and, in many cases, received the British Flag in token of their allegiance.

6. Togoland became a German Colony by virtue of occupation in 1884 and by Agreements with Great Britain and France in 1885, 1886, 1897 and 1899 respectively, and was administered as such by the Germans until 1914, when, at the outbreak of war, it was surrendered to the combined British and French Forces. A provisional agreement was then made partitioning the Colony into British and French Spheres, the former including the seaport of Lome and the greater portion of the Atakpame and Palime Railway lines, which are now included in the French Mandate, the division following an arbitrary line running north and south.

7. On the 10th July, 1919, the Anglo-French Agreement was signed in Paris by Viscount Milner and M. Simon and the part therein mandated to Great Britain is being administered as an integral part of the Gold Coast Colony and its Dependencies, as provided for in the Mandate by the League of Nations and prescribed by the Order in Council dated the 11th October, 1923,

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entitled " The British Sphere of Togoland Order in Council, 1923," under the provisions of the British Sphere of Togoland Administration Ordinance, 1924, which came into force on the 1st April, 1924, and a copy of which is annexed as Appendix A to this Report.

PHYSICAL FEATURES.

8. That part of the Mandated Sphere just north of the Anyirawase-Ho-Palime road is traversed by a range of hills which, coming from the Gold Coast, is pierced by the River Volta at Akwamu and thence divides itself into two ranges. These run parallel north-east at a distance of some ten miles apart, and eventually converge near the French Frontier, where they form the chain Kpoeta-Agome, which continues in a north-easterly direction to a point about lat. 7°, long. 0·30′ E., and then turns practically due north. This range averages about 1,800 to 2,000 ft. in height and, dividing the country like a great wall from the point of convergence, forms the boundary between the British and French Spheres almost as far as Yendi. South of this range the semi-orchard type of country is general and a shingly and lateritic soil prevails. As may be expected, in the neighbourhood of water courses the soil changes to loam and carries vegetation of the forest type. The principal rivers in this area are the Dsawoe in the west and the Todjie in the east. The country is swampy in the wet season and very dry at other times. About 11 miles south of Ho rises the large isolated hill of Adaklu, height about 1,750 ft., otherwise the country rises in easy undulations from the coast, reaching an altitude above sea level of about 500 ft. at Ho.

9. At Ho the first range of hills, which is of a stony and not thickly wooded type, is crossed and the valley between this and the parallel range, which in the west is traversed by the Kpeve-Bame Pass, averages about 10 miles in breadth and consists of orchard bush, but the soil is more genial than that to the south and cocoa can be grown.

10. At Kpeve the hills from the south-west in the Gold Coast converge and continue in a northerly direction to Kpando. A few miles north again, and in the centre of the Kpando Sub-District, midway between the Boundary range previously alluded to and the river Volta, rises abruptly a plateau known as the Nkunya Mountain. This stretches about 12 miles north, and between this and the former is another broken range of hills which also runs north and eventually converges with the Boundary range in the neighbourhood of the Adele Division of Kratchi. It is in the valleys and around the bases of these hills that the best cocoa district in the territory is situated, the Division being known as the Buem. Apart from this the whole of the Ho, Kratchi and Yendi districts is semi-orchard country, swampy in many places in the wet season, especially in the

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neighbourhood of the bigger rivers, which usually overflow annually, and very dry at other times. For this reason in the dry season the inhabitants are often obliged to go long distances for water to the pools in the water courses and swamps.

11. The description of the soil in the south applies also to that in these parts. The configuration, whilst undulating, maintains an average height of between 600 and 800 ft. above sea level. The hills average between 1,800 and 2,000 ft. in height, and, on the whole, are not very heavily wooded.

CLIMATE.

12. The climate is tropical, and is not less unhealthy than that of the Gold Coast. There are two dry seasons and two wet, corresponding with the movements of the sun, which reach their zenith about the middle of March, and again about the middle of September. The principal wet season begins late in March and attains its height during June and July, and an interval of dry weather then lasts till early in September; the "little rains" continue till about the middle of December, when the dry season supervenes. The Harmattan wind prevails principally during January and February.

INHABITANTS.

13. The Census returns taken during 1921 show a total population of 187,939 souls, made up as follows :—

Males	94,409
Females	93,530

with a total area of approximately 13,040 square miles. The approximate area, recorded population, and density figures are set out in the following table :—

AFRICANS.

District.	*Area in sq. miles.*	*Population.*	*Density per sq. mile.*
1. Ho	1,155	40,577	35·13
2. Kpando (Sub-District of Ho)	1,452	46,678	32·14
3. Kete-Kratchi (which at the time of Census included Eastern Gonja of the Northern Territories but is now under Salaga).	3,911	25,244	6·45
4. Eastern Dagomba ...	4,609	58,929	12·78
5. Eastern Mamprusi ...	1,528	4,518	2·95
6. Kusasi	385	12,093	31·41
Total	13,040	188,039	14·41

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NON-AFRICANS.

District.	*Males.*	*Females.*	*Total.*
1. Ho	12	1	13
2. Kpando (Sub-District of Ho)	1	—	1
3. Kete-Kratchi	1	—	1
4. Eastern Dagomba ...	5	—	5
5. Southern Mamprusi ...	—	—	—
6. Kusasi	—	—	—
	—	—	—
Total	19	1	20
	—	—	—

All the non-Africans were British and all were employed in Government Service. During 1924 27 Europeans have been resident in the British Sphere, made up as follows :—

District.	*Males.*	*Females.*	*Total.*
Ho	10	6	16
Kpando (Sub-District) ...	6	1	7
Kete-Krachi	1	0	1
Yendi	3	0	3
	—	—	—
Total	20	7	27
	—	—	—

Out of this number 13 males are Government Officials, 5 females are the wives of Government Officials, 7 males are Missionaries and 2 females the wives of Missionaries. Of the latter 5 males and 1 female are non-British.

14. In the most Northern District of the Sphere there are three tribes, the Bimobas, the Kusasis and the Mamprusis, with a few Hausas, Wangaras and Moshis, whilst in Southern Mamprusi the Chokosis predominate. There are also Konkombas, the majority of which tribe is found in Eastern Dagomba, where most of the people are, however, Dagombas. In the Kete-Kratchi District are the Nanumbas. a Dagomba-speaking race, the Nawuris, with whom the Adjatis and the Adeles are akin, the Kratchis and the Chumurus.

15. The Kpando Sub-District is fairly equally divided between the Twi-speaking tribes, emigrants from the Gold Coast, and those of the Ewe race. In the Ho district, which similarly with Kpando is made up of a mixture of tribes, the majority are Ewe-speaking people.

OCCUPATIONS.

16. The people are mainly agriculturists ; exceptions are, however, found in the Eastern Dagomba District, where the people are pastoral as well, and in the Southern Section, where a number of the tribes carry on the industry of fancy cloth weaving for sale on the Coast, the manufacture of crude pottery for disposal

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in the local markets and mat weaving for use in the conveyance of cotton, cocoa, etc., by head loads to the markets and for bedding.

17. Prior to the past five years there was but a small external demand for the agricultural products of Togoland, a small floating population and no European enterprises. The activities of the people were confined to the growing of foodstuffs for the most part for home consumption. Since this period, however, there has been a marked change, the cocoa and cotton industries are now in a flourishing state, and in the areas suitable for the cultivation of these products the activities of the farmers are concentrated.

18. The cultivation of foodstuffs has also increased considerably, for sale or barter in the local markets. Large quantities of yams are shipped from the Kpando Sub-District down the River Volta to Kpong, from where they are transported by motor lorry to large centres in the Gold Coast for sale in the markets. It can, in fact, be said that the people in the Southern Section are now in a more flourishing state than they have ever been before.

NATIVE INSTITUTIONS.

19. The tribes are presided over by elected Chiefs, and the local constitutions are similar to those prevailing generally in West Africa. There is, however, no military organisation comparable to that found in Ashanti and the Akan tribes of the Gold Coast.

20. In the Ho District, which forms the Southern Section, there are found no less than 67 independent states of divisions. In some instances, a division consists of one village only. This conglomeration of divisions may be said to emanate from the following causes:—Under the former German administration, Chiefs were only recognised in so far as they were of use to the Government, and immediately a paramount Chief became unruly his authority was taken away, his division split up, and the villages thus disjointed became independent divisions. On the other hand, although the general exodus of the Eves from Nuatja was no doubt a concerted movement in its incidence, tradition shows that as the tribes moved forward various families or clans broke away from the main body and settled wherever it happened to suit them, thus forming many other divisions.

21. A division is a term employed locally to indicate a group of villages or clans subordinate in varying degrees to a paramount Chief. The head of the division is the Fiaga (Head Chief), around whom are the Tefias (Sub-Chiefs of the various villages), who owe allegiance to him.

22. The village embraces three estates: the Chief, the Elders and the people. The office of the Chief, whether of village or division, is usually hereditary, but there is also a system of succession by rotation among families. The Elders are selected for their wealth, influence and ability, and assist the Chief in

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the administration of affairs of state. Of their number, but ranking above them, is found an official known as the Mankrado, who conducts affairs in the absence of the Chief; next in importance is the Asafofia, who controls the third estate, described as the Asafo or Soha (Community).

23. The Linguist, who is selected on account of the excellence of his elocutionary abilities, is an important functionary; he must be the possessor of knowledge concerning the history and customs of the tribe and political insight. His office is sometimes hereditary, probably as the reward of some outstanding service to the Chief. The extent of his importance may be judged from the fact that the Chief's entourage is incomplete without him. In the Northern Section a similar system of village headman or Chiefs, Sub-Chiefs and Paramount Chiefs was in operation. Survivors of the aboriginal inhabitants of the country are to be found at Akpafu and Wurupon in the Southern Section, the Adeles in the Kratchi District, and possibly the Konkombas in the Eastern Dagomba District.

Religious Statistics.

24. The Census figures for 1921 show 9,652 Christians and 5,678 Mohammedans to be resident in the Mandated Sphere. The majority are, however, pagans and follow ancient customs.

Births.

25. According to the Ewe custom, a woman immediately she discovers herself to be pregnant informs her husband; she is then taken to the fetish priest and gifts of palm wine and fowls are offered up to the fetish for her safe delivery: as soon as the child is born both mother and infant are taken to the fetish, when further gifts are offered for the future safety of the child. The parent and child are considered unclean for a considerable period after the birth has taken place.

Marriage and Divorce.

26. A young girl advertises her arrival at the age of puberty by visiting her relatives and friends, attired in her best finery and bedecked with the family jewellery—and often with little else. There are five different categories of marital unions:—

(A) Christian marriage.
(B) Native legal marriage in which both parties are adults.
(C) Native legal marriage in which the girl is betrothed at birth or before she arrives at the age of puberty.
(D) Concubinage which matures *ipso jure* into native legal marriage.
(E) Concubinage which does not eventuate into marriage.

(A) The first is only indulged in by Christians in the south and is not frequent. These marriages are regulated by the Marriage Ordinance of the Gold Coast Colony (Chapter 71 of the Laws of the Gold Coast Colony).

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(B) In which the consent of the parents and bride is essential and a payment of dowry and presents to the former are made. This form of marriage is conducted on the following lines : The suitor declares himself by sending two members of his family to the parents of the girl with a proposal of marriage. If the proposal be acceptable the emissaries return and the suitor then sends presents of rum, cloths, etc., the latter for the girl, after which he enters into negotiation with the parents as to the amount of the dowry he will have to pay for her. The gifts of rum and cloths constitute the betrothal and the suitor can thereafter claim either compensation for any liberties that other men may take with his fiancée or restitution of the dowry. After the various preliminary ceremonies have taken place (payment of dowry, etc.) the marriage is celebrated and in the evening the bride is taken by a female member of her family to the husband's room.

(C) This form of betrothal takes place before the girl arrives at a marriageable age. This is done when a person desires to be connected with a family or a friend, or he desires that his child or relative be connected with a desirable family, or, again, when the future husband contracts with the parents of the prospective bride to perform some specific service in return for the daughter's hand when she arrives at the age of puberty. This form is, however, discountenanced, as it is often the direct cause of illicit intercourse by a girl who refuses to accept the husband.

(D) This form of marriage arises when the parents in the first instance refuse to accept the suitor, and, secondly, in the case where the girl may be without a guardian and both parties reside together for a period exceeding twelve months; this is held by native custom to be a legal marriage.

(E) Where the woman is merely a concubine. This form is terminable at will.

(B), (C) and (D) can be terminated by the native tribunals, which also regulate the parties' rights as to custody of children, return of dowry and expenses, and damages from the co-respondent.

27. There are no special grounds for divorce, the mere decision of one of the parties to discontinue the union, often on the flimsiest grounds, being accepted as sufficient to warrant its being dissolved. Unfaithfulness on the part of the wife cannot be said to be of a damaging nature to her character, the paramour pays to the husband the adultery fee fixed by law and honour is satisfied.

Polygamy.

28. Polygamy is general throughout the Mandated Sphere. In the north a man is noted for the number of wives he keeps, and in the south he may keep as many wives as he can afford, the average being two. The women usually have about six children.

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Funeral Customs.

29. A death is publicly announced by an outbreak of lamentations on the part of the women, who commit a variety of extravagances. Guns are fired to help the soul of the deceased heavenwards. The corpse is washed, attired in the best cloths, bedecked with ornaments and placed on the bed; the relatives of the deceased and the mourners then indulge in much drinking and dancing. The body is usually interred two days after death

The Oath.

30. The oath referred to on page 8, paragraph 15, of the 1923 Report, is an ancient custom amongst the Twi-speaking people of the Gold Coast and the Ewe-speaking people of the Southern Section of the British Sphere. The incident which originally gave rise to the oath may have been a victory achieved at a heavy cost, but it is usually inspired by a disaster which at some time befell the tribe, and often denotes the actual day on which, or place where, such disaster took place. For instance, the oath of the Ho Division, "Hoawo pe fie" ("The Evening of the Hos"), takes its origin from the Ashanti invasion of 1869, when, during the evening of the 25th June, the Ashanti Army, under General Adu Baffo, suddenly attacked the tribe and inflicted a crushing defeat on it with heavy casualties. This is the occasion referred to in paragraph 4 above.

31. Each of the numerous tribes in this Section have their particular oath, the most important at present in use derives its birth from the Ashanti invasion mentioned above. The oath is an essential attribute of an ancestral stool. The custom of swearing the oath against another individual is tantamount to summoning him before a particular Chief's tribunal. For example:—

> "A" discovers "B" making a farm on his land, "A" informs "B" that he is trespassing; "B" in reply says the land belongs to him. "A" then swears his Chief's oath that the land is his; if "B" considers he can substantiate his claim, he in reply also swears the oath of the particular Chief. The Chief whose oath is violated is then informed by the bystanders who also bring the parties before the Chief. The matter then comes before his tribunal, the losing party pays the oath fees and the expenses of the trial because he is adjudged as having "violated" the Chief's oath, *i.e.*, he invoked it without just cause. Should the oath of a Chief on the Gold Coast be sworn in Togoland, the case is usually heard by the Chief in whose division it has been violated, but in this case the penalty is divided between the two Chiefs.

32. The most common and least significant oath consists in a person swearing by his or her own particular fetish, that he or she is innocent of an offence charged with. The tribal oath, of course, has nothing to do with this oath of affirmation made by pagan natives, when giving evidence in a Court of Law.

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ADMINISTRATION.

33. The British Mandatory Sphere of Togoland is administered by the Government of the Gold Coast, and on the 1st of April, 1924, was divided for administrative purposes into two Sections, namely, the Northern and the Southern Sections, the boundaries whereof are defined in Clauses 2 and 3 of the "British Sphere of Togoland Order in Council, 1923," referred to in paragraph 7 of this Report.

34. The Northern Section, which comprises the Districts of Eastern Dagomba, Kete-Kratchi (which includes Eastern Gonja), and the Togoland Sections of Kusasi and Southern Mamprusi, is administered as a part of the Northern Territories of the Gold Coast; and the Southern Section, which comprises the Ho District, as a part of the Eastern Province of the Gold Coast Colony. This measure accords best with the geographical and ethnographical conditions as well as with administrative convenience, and has resulted in unifying tribes which were previously divided. The Sections are under the control of the Chief Commissioner of the Northern Territories and the Commissioner of the Eastern Province of the Gold Coast Colony respectively, who receive their instructions from the Governor of the Gold Coast by whose authority the British Sphere is administered. The whole sphere is divided into the following five Administrative Districts:—

Kusasi District,
Southern Mamprusi District,
Eastern Dagomba District,
Kete-Kratchi District (which includes Eastern Gonja),
Ho Dsitrict, with its Sub-District of Kpando.

35. Each District is administered by a District Commissioner of the Gold Coast Political Service. The District Commissioners administering the Districts of Kusasi and Southern Mamprusi are directly responsible to the Provincial Commissioner of the Northern Province of the Northern Territories, and the District Commissioners administering the Eastern Dagomba, and Kete-Kratchi Districts to the Provincial Commissioner of the Southern Province of the Northern Territories. The District Commissioner administering the Ho District is responsible to the Provincial Commissioner of the Eastern Province of the Gold Coast Colony, and the Assistant District Commissioner administering the Sub-District of Kpando is responsible to the District Commissioner at Ho.

36. The Political Department is staffed as follows:—

5 District Commissioners,
1 Assistant District Commissioner,
10 2nd Division African Officers.

The strength of the Staffs of the other Departments is furnished under the respective Heads.

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JUDICIAL PROCEDURE.

37. The Judicial Procedure follows that of the Gold Coast Colony and the Northern Territories of the Gold Coast. Proclamation No. 4 of 1923 (cf., Appendix A to last year's Report) is now revoked by the British Sphere of Togoland (Administration) Ordinance, 1924 (No. 1 of 1924), which became law as from the 1st of April, 1924, and is given in Appendix A hereto.

38. The Chief Commissioner's Court of the Northern Territories has jurisdiction throughout the Northern Section of the British Sphere. The Court is presided over by one of the following officers :—

The Chief Commissioner,
The Deputy Chief Commissioner,
The Circuit Judge of the Northern Territories, or
Any fit and proper person the Governor or the Chief Commissioner may at any time appoint.

In civil matters the Court is guided by the laws in force in the Gold Coast Colony, as set forth in section 14 of the Supreme Court Ordinance of the Gold Coast Colony (Chapter 7 of the laws of the Colony), and in criminal matters by the Criminal Code (Chapter 16 of the laws of the Colony). In every criminal case in which a sentence of imprisonment exceeding five years or a sentence of death has been passed, the notes of evidence taken at the trial, together with a report in writing signed by him, containing recommendations on the case, which he may think fit to make, is submitted by the President of the Court to the Governor of the Gold Coast, and before any such sentence can be carried into effect it must be confirmed by the Governor.

39. The Court of the District Commissioner in the Northern Section, when presided over by the Provincial Commissioner, has jurisdiction in civil matters up to £300, and in criminal matters to a term of one year's imprisonment with or without hard labour or a fine of £100; when presided over by the District Commissioner the Court has jurisdiction in civil matters up to £50, and in criminal cases to a term of imprisonment not exceeding six months or a fine of £50. Decisions in the District Commissioner's Court are subject to review by the Chief Commissioner, to whom a return of criminal cases is submitted as soon as possible after the end of each month.

40. With respect to the Southern Section, the District Commissioner's Court has jurisdiction in civil matters up to £100 and in criminal matters to a term not exceeding one year's imprisonment with or without hard labour or a fine up to £100. Decisions from this Court are subject to review by the Chief Justice of the Gold Coast Colony, to whom a return of criminal cases is submitted as soon as possible after the end of each month.

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41. The District Commissioner's Court, when formed by the Provincial or the Deputy Provincial Commissioner of the Eastern Province of the Colony, exercises, with respect to the Southern Section, full jurisdiction to hear and determine summarily cases of the following offences (including attempts and conspiracies to commit the same, and abetments thereof) :—

(*a*) All offences under sections 173 and 174 of the Criminal Code of the Gold Coast Colony,

(*b*) Manslaughter by negligence, under section 228 of the Criminal Code, in cases where, in the opinion of the Court, the offence is one which can be adequately dealt with by a sentence of imprisonment with or without hard labour for a term not exceeding two years.

All criminal cases exceeding this jurisdiction are committed for trial to the Assizes held at Accra in the Gold Coast Colony, or at such place as may be ordered by the Chief Justice of the Gold Coast.

42. Appeals, with respect to the Southern Section, are governed by Rules made by the Chief Justice of the Supreme Court of the Colony in that behalf and for the time being in force.

NATIVE ADMINISTRATION.

43. As provided in the British Sphere of Togoland Ordinance No. 1 of 1924, section 9, sub-section 1, Native Tribunals in the British Sphere are allowed to exercise the jurisdiction exercised by them immediately prior to the commencement of this Ordinance, and in a like manner to that in which such jurisdiction was at that time exercised as set forth in Appendix D of the 1921 Report,* with the following proviso :—

(*a*) A native tribunal has no jurisdiction to hear any case where any of the parties concerned is not a native of the British Sphere;

(*b*) A native tribunal has no jurisdiction in any class of cases which the Governor may by an Order under his hand declare to be without the jurisdiction of a native tribunal, and any such Order may be general, or may be confined in its application to any particular native tribunal specified in such Order; and

(*c*) No native tribunal shall enforce any judgment or Order by any barbarous or inhuman method or in any manner repugnant to natural justice; nor can any native tribunal impose as a penalty any pecuniary fine exceeding in amount £5.

Native tribunals have no jurisdiction to try criminal cases.

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* Cmd. 1698.

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44. It is lawful for the Chief Commissioner or any other Commissioner, with respect to the Northern Section, and for the Provincial Commissioner or the District Commissioner with respect to the Southern Section, at his discretion, to carry out a lawful sentence or enforce a lawful judgment or order of a native tribunal.

45. With respect to the Northern Section, it is lawful for the Chief Commissioner or any other Commissioner to stop the hearing of any case before a native tribunal and to refer the parties to the appropriate British Court; a similar power is vested in the Provincial Commissioner and also in the District Commissioner with respect to the Southern Section.

46. Any party who feels aggrieved by any decision of a native tribunal may appeal to the District Commissioner's Court. With respect to the Northern Section, such appeals are governed by any rules made under section 25 (1) of the Northern Territories Administration Ordinance, 1902, which for the time being may be in force with respect to the Northern Section; and, with respect to the Southern Section, such appeals are governed by any rules made by the Chief Justice of the Supreme Court of the Gold Coast Colony in that behalf and for the time being in force.

Constitution of the Tribunal.

47. The Head Chief of every Division and the Sub-Chief of every village, with their Councillors, form the native tribunal, the casting vote in the event of an equal number of votes being vested in the President. The Councillors are selected according to native customary laws and the number of the members constituting the tribunal varies according to the importance of the case at issue. In the absence of the Chief the Mankrado presides over the tribunal, and, in the improbable absence of both the Chief and the Mankrado, the Chief appoints a responsible Councillor beforehand.

Adultery Fees.

48. The so-called Adultery Fees in connection with native tribunals, as set forth in paragraph 16, page 8, of the 1923 Report, remain in force, with the object of checking promiscuous fornication, which is the cause of a lot of domestic troubles.

COMMUNICATIONS.

Posts and Telegraphs.

Posts.

49. There is a bi-weekly service between Ho and Accra and weekly services between Ho and Palime and between Ho and Kpando. The former, as mentioned in the 1923 Report, paragraphs 17 to 19, is maintained by a mail van from Accra to Amedica on the River Volta, a distance of 40 miles from Accra,

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thence to Adidome by motor launch—a distance of 35 miles—and thence by mail runners, a further distance of 42 miles, to Ho. The Ho-Kpando and the Ho-Palime services are maintained by runners; in the former case the mails are carried across country —a distance of 50 miles—and in the latter they follow the Ho-Palime road—a distance of 27 miles. In the Northern Section there are two Postal Agencies, at Kratchi and at Yendi; the former is served from Salaga and the latter from Tamale.

Telegraphs.

50. Telegraphic communication between Ho and the Gold Coast is via Palime and Lome, and is sustained by arrangement with the French Authorities. Similar communications reach the Northern Section by runners from Salaga and Tamale. There is an established Post and Telegraph Office at Ho and a Postal Agency at Kpando.

ROADS.

51. The roads can be traced by their numbers, indicated on the map attached to the Report. As mentioned in the Report for 1923, paragraphs 22 to 27, on the partition of Togoland in September, 1920, the British Mandated Sphere was left without any direct means of communication with the Gold Coast which could be used for motor transport, or, in fact, any trade outlet to the sea, other than by the railway from Palime to Lome in the French Sphere. The absence of a seaport has, therefore, made the Sphere solely dependent on its roads for the development and maintenance of its trade and the provision of transport facilities is accordingly an important item in the development programme.

52. In order to surmount this difficulty a first-class motor road, No. 101 E., has been constructed to link up the Gold Coast from Accra, via Senchi, with the Northern Section. The construction of this road has been completed as far as Kwami Krum —a distance of approximately 138 miles from Senchi; this motor-way also provides an outlet to the sea by the River Volta via Amedica—7 miles from Senchi—to the port of Adda—a further distance of 72 miles. This road constitutes a main motor-way through the British Sphere to the Northern Territories of the Gold Coast, joining Road A. 19 at the Provincial Boundary and running north to Kete-Kratchi it joins Road N.T. 17 on the Ashanti—Northern Territories Boundary, and proceeds thence to Yendi. The road is met at Anyirawase (on the Gold Coast) by Road No. 122 E. from Ho. From here the road passes through the villages in the Volta River District to the foot of the Bame-Kpeve Pass, where Road No. 129 E. (Bame-Honuta-Palime) is met, thence to the summit of the Pass at a height of approximately 1,100 ft. above sea-level, and at this point enters the British Sphere. The Survey of the Pass was commenced in June, 1920, and immediately afterwards constructional work was

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put in hand, the road being opened to traffic on the 6th June, 1921, the total distance through the Pass being 3 miles 1,243 yards. The Pass is a most spectacular engineering feat. Leaving the bottom of the Pass numerous villages are passed en route until Logba Wuinta is reached, at which village Road No. 125 E. (Logba Wuinta-Santrokofi) is met, which road allows a short cut of approximately five miles in preference to travelling via Dafo, thence to Kpando—the Sub-District Headquarters—and thereafter through Wurupon, Kwani Krum to the Provincial Boundary between the Northern and the Southern Sections. Beyond this point the Rivers Asukoko and Oti present some difficulty. The object of the road is to provide communication between Accra, Akuse, and Ho to Kpando and the Northern Section; it is, further, an outlet for the produce cultivated in the vicinity of Anum, Tchito and Anyirawase to Akuse or Palime.

Road No. 122 E. (Anyirawase-Palime).

53. Running in an easterly direction through Sokode, Ho, Akuepe, Tokokwe and British Nyive Preventive Service Station to Palime (railhead in the French Sphere)—a distance of 40 miles, of which 25 miles run through the British Sphere.

Object:—

(1) Direct communication between the Gold Coast and Ho, and

(2) An outlet for produce grown in the vicinity of Tchito, Anyirawase, Anum and Ho to Akuse or Palime.

Previous to August, 1914, it was passable for motor traffic from Palime to Ho only, but in order to link up Togoland with the Gold Coast for motor traffic, the road was continued from Ho as far as Anyirawase in the Gold Coast where it joins Road No. 101 E.

Road No. 123 E. (Ho-Adidome).

54. From Ho by Road No. 122 E.—running in a southerly direction through Kpedschu, Kpedjeglo to Adidome on the River Volta—a distance of 42 miles, of which 21 miles pass through the Southern Section of the British Sphere.

Object:—

(1) Direct communication with the sea-port of Ada, via Adidome on the River Volta;

(2) An outlet for produce grown in the Southern Section to the sea.

Previous to 1914 this road was a mere bush path, traversing through barren unpopulated country and marsh land. Constructional work was commenced during 1920, but owing to the close proximity of the Palime-Lome railway line this way has been but little patronised by the merchants; consequently, constructional work has been suspended for the time being. The road

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is open to motor traffic as a fair-weather road only. It is hoped, however, that when the cotton industry, now steadily progressing, has further developed to such proportions as to justify commercial exploitation, the utility of the road as an outlet to the sea will be appreciated by the mercantile community.

Road No. 124 *E.* (*Ho-Keta, via the Seaport of Denu*).

55. From Ho in a south-easterly direction through Kpotoe, Sokpe, Aferingbe, Dsoje, Poglu to Denu on the coast (54 miles) and thence to the port of Keta—a total distance of 71 miles, of which 40 pass through the British Sphere.

Object:—

To link up the British Sphere with Keta, on the coast, for commercial purposes.

Previous to 1914 this way ran direct from Ho to Lome via Kpetoe, Batome, Assahun and Noepe, but on very rare occasions only was it used by the late German Administration for motor traffic, and on the partition of Togoland in 1920 its utility came to an end. In 1920 an endeavour was made to link up with Keta, via Sope, Aferingbe and Dsoje by constructing a new road through these villages. At 17 miles from Ho and half-a-mile from Kpetoe the River Todjie is crossed, and here a temporary bridge—270 ft. span—is nearing completion. Should the volume of traffic prove the usefulness of this motor way a permanent bridge will be constructed; but, at present, trade does not warrant such heavy expenditure.

Road No. 125 *E.* (*Logba Wuinta-Santrokofi*).

56. From Logba Wuinta Road No. 101 E. in a northerly direction, through Golokwati, Kolenu, Hohoe to Santrokofi—a distance of 20 miles. Prior to 1920 this route ran from Liati in a northerly direction through Fodome to Hohoe, but was abandoned in favour of the present road. The portion of the road from Logba Wuinta to Golokwati has been reconstructed and a bridge—built of cement abutments and wooden decking—was erected over the River Flabo. From Golokwati to Hohoe the road has also been widened and gravelled. Five minutes from Kolenu, a new bridge has been built over the River Kole, and several cement culverts have been put in between these points. Ten minutes after leaving Hohoe the River Danyi is met. The bridge over this river is at present unsafe for motor traffic. Funds have been voted in the Estimates for the building of a new bridge of a more substantial character, and it is proposed during 1925 to extend this road from Santrokofi round the eastern base of the Akpafu range of hills to Gyasekan. This will be the main artery for the outlet of the cocoa grown in the northern portion of the Southern Section, which is the principal cocoa-producing area in the whole of Togoland.

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Road No. 126 E. (Sokode-Abutia).

57. From Sokode on Road No. 122 E. in a southerly direction to Abutia-Agove, a distance of 8½ miles from Ho.

Object:—

Conveyance of produce from this area to Ho.

Road No. 127 E. (Kpando-Dukluja).

58. From Kpando on Road No. 101 E. in a westerly direction to Dukluja on the River Volta—a distance of 5 miles from Kpando.

Object:—

Conveyance of water-borne produce down the river to Senchi. Large quantities of yams grown in the Kpando District are conveyed to Kpong (for Accra) by canoe.

Road No. 128 E. (Kpando-Apewui).

59. From Kpando in a southerly direction through Anfoe-Akukome to Vakpo-Apewui—a distance of 12 miles.

Object:—

Conveyance of produce from Apewui to Kpando.

Prior to 1914 this road was of considerable importance, when the palm oil industry was flourishing. On the revival of this trade it will recover its usefulness.

Road No. 129 E. (Bame-Honuta-Palime).

60. From Bame on Road No. 101 E. in a north-easterly direction through Bogame, Honuta, across the Anglo-French Boundary, thence joining Road No. 122 E. at Kpatawo, in the French Sphere, to Palime. Seventeen miles of this road run through the British Sphere.

Object:—

An outlet for produce, either to Palime or Akuse.

Prior to 1914 this way was merely a cycle track. It is now under reconstruction as a first-class motor road, and a considerable amount of money is being expended for the construction of concrete bridges and culverts.

Northern Section.

Road No. N.T. 25. (Salaga-Road No. N.T. 17) at a point east of Salaga.

61. The projected and approved road proceeding from Salaga in a more or less easterly direction, to join Road No. N.T. 17 (Yendi-Kpando); it is at present only motorable during the dry season.

Road No. N.T. 3. (Tamale-Yendi-Nalogi).

62. Running in an easterly direction through Jimie, Sung, Sambu, Yendi and Demon to Nalogi, this is the main line of communication between Tamale and Yendi, and is at present

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open to motor traffic from November to July. The River Kulukpene (3 miles west of Yendi) constitutes the chief barrier to all-the-year-round motor traffic. During the rains this river overflows its banks for over half-a-mile on either side. The road acts as an important feeder to the District and supplies are brought by this route from Tamale.

Road No. N.T. 17 (Yendi-Kpando).

63. This is the only other important road taking motor traffic in the Eastern Dagomba area. The road was originally built by the Germans. Work is in active progress on permanent bridges and culverts, and the raising of embankments. It is hoped to keep this route open during the next rainy season. This road also forms an important link in the communication along the Sansane-Mangu (French)—Kete-Kratchi route, and a considerable volume of trade passes over it.

64. There are no motorable roads in the Southern Mamprusi and Kusasi areas.

65. Throughout the British Sphere there are numerous bush paths suitable for motor cycle, cycle and hammock.

WATERWAYS.

66. These are fully described in paragraphs 28 to 31 of last year's Report.

PUBLIC WORKS.

67. The Staff of the Public Works Department functioning in the British Sphere is distributed as follows:—

Southern Section.

1 Executive Engineer.—European.
3 Inspectors of Works.—European.
1 Draughtsman.—African.
2 2nd Division Clerks.—African.
1 Road Overseer.—African.
1 Leading Artisan.—African.

Northern Section.

At Kete-Kratchi the works are in charge of the District Commissioner, who calls on the Inspector of Works stationed at Salaga for advice when necessary.

At Yendi the works are under the supervision of the District Commissioner, who is assisted by the Headquarter Staff of the Public Works Department in the Northern Territories.

68. All Government Buildings and those rented by Government have been maintained and kept in repair throughout the year under review.

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69. The following new buildings were completed or were under construction :—

Southern Section.

Description.	*Estimated total cost.* £	s.	d.	*Remarks.*
Two Bungalows: one for the District Commissioner, Ho, and one for the Medical Officer, Ho.	3,180	0	0	Completed.
Bungalow for the Agricultural Officer at Kpeve.	360	0	0	Ditto.
Court House, District Commissioner's Office, and Treasury, Ho.	1,072	0	0	Ditto.
Post Office, Ho	660	0	0	To be completed in January, 1925.
Offices and Stores for Sanitary Department, Ho.	200	0	0	Ditto.
Prison Cells, Ho	710	0	0	To be completed in 1925.
Police Offices, Stores, etc., Ho	750	0	0	Ditto.
Hospital Staff Quarters, Dressing Room, etc., Ho.	360	0	0	Ditto.
Furniture for Native Police Quarters at Kpando.	75	0	0	Ditto.

All the above buildings have been substantially built with brick or masonry walls and roofed with shingles.

Northern Section.

At Kete-Kratchi a new Bungalow has been built for the District Commissioner.

At Yendi the following buildings were completed during the year :—

(i) Court House,
(ii) Prison,
(iii) Hospital for the African population, together with the necessary dispensary and quarters for the African staff,
(iv) Constabulary Lines to accommodate 25 Non-Commissioned Officers and men, and stables for 6 horses,
(v) Staff Lines for the permanent African staff, consisting of 8 houses and outbuildings,
(vi) Trade School for 90 pupils, including also a house for the European Officer in Charge and four houses for the African Instructors,

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(vii) Four Bungalows for the District Commissioner, the Medical Officer, the Assistant District Commissioner and the Assistant Superintendent of Agriculture, and

(viii) Rest House.

The figures of the estimated cost of these buildings have not been received.

MAINTENANCE OF TRADE ROADS.

70. The following bridges and culverts have been completed or were under construction during the year 1924 :—

Description.	*Situation.*	*Remarks.*
1 8-span timber trestle bridge.	Honuta ..	Funds provided by Political Department. Skilled supervision by Public Works Department.
1 22-span trestle bridge.	Botoe ..	Work in progress. (Funds provided by Political Department.)
3 3-span trestle bridges.	Bame-Dafo	Work in progress.
1 4-span trestle bridge.	Logba-Golokwati	Ditto.
1 12-span trestle bridge.	Kolenu ..	Funds provided by Political Department.
1 20-ft. span concrete bridge.	Nuwe River	Ditto.
15 concrete culverts.	Various roads.	Ditto.

In the Northern Section the roads have been improved and maintained throughout the area by the District Commissioners under the guidance of the Public Works Department.

71. In order to link up the Southern Section with the Gold Coast Colony the sum of £3,354 16s. 10d. was expended by the Public Works Department within the British Sphere for the maintenance of trade roads and bridges and culverts during the Financial Year 1923–24, and a further sum of £1,859 9s. 2d. from the 1st April, 1924, to 30th September, 1924. This does not include a sum of approximately £1,500 allowed to the Political Officers for the upkeep of trade roads leading to the French Sphere from the Southern Section of the British Sphere, or a sum of £379 in respect of the Northern Section for the same periods.

72. Further expenditure has been incurred under the heads mentioned below. Mission Buildings at Ho in temporary occupation by Government were repaired, painted and maintained as

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required. Government Buildings at Ho and Kpando as well as all water tanks and wells were kept in a state of good repair as follows:—

	For period 1st April, 1923, to 31st March, 1924.	*For period 1st April, 1924, to 30th September, 1924.*
	£	£
I. *Repairs and Maintenance of Buildings.*		
Mission Buildings	115	58
Government Buildings... ...	433	273
II. *Other Expenditure.*		
Minor Works:—		
Improvement of Police Quarter	52	—
Minor Sanitary Works:—		
New drains to Market Place and erection of Market Stalls	100	25
Lighting of Public Buildings	38	22
Purchase of Plants and Tools	155	217
Transport of Government Stores and Materials ...	620	326
Purchase of Safes	—	55
	£1,513	£976

Northern Section.

	Period 1st April, 1923, to 31st March, 1924.	*Period 1st April 1924, to 30th September, 1924*
	£	£
Outstation Buildings ...	290	127
Kratchi Mono Rail	114	—
Water Supply	84	—
Rest Houses	50	—
Roads	156	—
	£694	£127

The above figures represent expenditure for the financial year 1923–24, and for the six months April to September, 1924, it being impossible yet to obtain figures up to the 31st December, 1924.

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AGRICULTURE.

A. Food Crops.

73. Under this heading are included the products used locally for food purposes.

(i) *Cultivated Crops.*—These crops naturally receive the chief attention of the farmers. They consist of yams, cassava, maize, beans, guinea corn, ground nuts, rice, coco-yams, and plantains. It may be said that the food farms are maintained, on the whole, in excellent condition and that the methods adopted permit of very little, if any, improvement under the conditions which exist in the country. The farmers always plant a sufficient area, and during the period under review, no scarcity of food was experienced. As is referred to later on, the farmer utilises his food farms for other crops such as cotton, and while there are certain objections to this practice, it cannot be wholly condemned because the farmer always looks after his food crops, and the inter-planted crop derives much benefit from the cultivation primarily intended for the former. Coconuts are grown in very many villages to a limited extent, and an effort is being made to extend the cultivation with a view to the preparation and export of copra—but so far with little result.

(ii) *Indigenous Food Plants.*—The shea butter tree and the oil palm are the chief plants under this heading; kola is included but is of minor importance.

The shea butter tree is found abundantly in the open country north of the forest belt and to a smaller extent in the grass land around and to the south of Ho. A quantity is used locally, the balance being available for export and finding its way principally into the Gold Coast. The oil palm occurs in belts extensively in the areas around and to the south of Ho. The preparation of palm oil and the extraction of kernels for export attract the attention of people in the neighbourhood of the palm belts to a varying extent. A certain amount of oil is always prepared for local consumption, but with any rise in the price of oil, the quantity increases and greater amounts become available for export. Kernels are extracted and sold for export on a corresponding scale.

Kola occurs to a limited extent in the forest, and small plantations exist and are under Government supervision at Ho and Kpando to encourage interest in this valuable crop. Some is used locally and small quantities are exported over the frontier and also overland to the north. As no check can be kept on

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these latter figures the amounts shown in the list of exports do not give an exact idea of the extent of the industry.

B. Crops other than Food Crops grown chiefly for Local Use.

Cultivated.

74. The agricultural industries engaging the attention of a large number of farmers are the cultivation of the following: cocoa and cotton; minor industries which are being encouraged are the cultivation of coffee, tobacco and copra.

Cocoa.—This is cultivated in farms of varying sizes in the forest zone previously described. Compared with the Gold Coast the farms cannot be considered as being maintained in good condition. It must be remembered that the industry is not nearly so old as in the Gold Coast; however, the more recent the establishment of a cocoa farm, the more easily should the farmer be able to avoid mistakes. While the Agricultural Department maintains a staff—consisting of a European Assistant Superintendent of Agriculture and a number of junior officers—the Department has only been in operation for a few years, hence the farmer has not been able to receive and benefit by expert advice to the extent that the Gold Coast farmers have, where agricultural instruction has been available for many years. The Togoland farmer, like most similar classes, does not unduly exert himself, but he is willing to learn and appears to appreciate advice. The climatic conditions have been good. Late rains, extending into what should have been the dry season, interfered with the drying of the first part of the crop in some parts, but since then the season has been normal. Increase in exports is due to the gradual increase in the yield of the trees with increasing age, to the coming into bearing of new areas, and to the improvement in communications.

The quality of the product is on the whole capable of improvement, but a gradual improvement is noticeable, and it is likely that as expert advice becomes available more frequently and over an increasing area this will continue. The cocoa disease known as "Collar Crack," referred to in paragraph 45 of last year's Report has, since the 1st April, 1924, been dealt with under "The Plants (Injurious Pests) Ordinance, 1923," of the Gold Coast Colony, and an "Order by the Governor, No. 5 of 1924," made thereunder, whereby the work of removing attacked trees was carried out by the Department of Agriculture, was found to be more wide-spread that was at first anticipated. A good start has been made with the work, large areas having been dealt with; a very satisfactory feature of the work has been that the farmers gave no trouble, although the only treatment is the somewhat drastic measure of uprooting and destroying attacked trees. Indeed in the majority of cases the owner of a farm being operated on was frequently a willing worker in the fight against the disease.

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Cotton.—This crop was very fully reported on last year. It is satisfactory to report that a considerable impetus was given to the industry by the high prices prevailing at the beginning of the year, and which resulted in a great increase in the quantity exported. The farmers are taking more and more interest in cotton, and the crop is being carefully investigated by officers of the Agricultural Department with a view to obtaining by selection or otherwise the most suitable type of cotton and to overcoming some of the local insect pests. Most of the cotton goes to Palime, for reasons referred to elsewhere. The possibility of still further extending the industry is under consideration. The advantages or otherwise of interplanting cotton in food farms have already been referred to. There are advantages and disadvantages. It is certain that well-kept cotton plants, set out among food crops, are infinitely preferable to neglected cotton plots. When the farmer realises that money is to be made out of cotton he will extend his cotton cultivation beyond the limits of his food farms, but until then he is more likely to look after the cotton if planted among his food. Fifty-seven loads of seed were distributed free in the territory for the 1924–25 season, and some large areas of cotton in quite satisfactory condition have been established.

Coffee.—Small plots exist here and there and some Chiefs have been induced to try small plots. The crop is, perhaps, not capable of unlimited extension, but an effort is being made to encourage the trial of all crops which appear to offer chances of success.

Tobacco.—This crop has been tried in several divisions. So far the results have been poor. Much depends on the treatment of the crop after the leaves are reaped, and the exact treatment which suits the particular condition at any particular place can be learnt only by actual experience. It is likely that improvements will be introduced with each succeeding crop, and ultimately it is possible that the country may become largely independent of the tobacco imports from America.

Coconuts.—This crop has been referred to under cultivated food crops. If it is to be extensively grown, however, the export of copra must be the chief object. As has been said, palms exist at very many villages, and, although neglected and frequently to be found established in the hard beaten earth in the middle of the town, very good crops are frequently seen on them, quite sufficient, at all events, to warrant the cultivation of the palm being advised, provided a suitable situation is chosen.

Indigenous Plants.

75. Very many plants found in the bush are made use of by the people, and the preparation of some of the products amounts to an industry. Of the fibres—piassava fibre and what are called native sponges—some are regularly extracted. The latter certainly is only a local industry, the produce being a bundle of coarse fibre used when bathing, but it is capable of extension

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into a minor export industry. It is all a question of the amount of stimulus given by the market price. Rubber exists here and there in the forest, but the industry is practically dead.

AGRICULTURAL STATIONS, AND WORK OF THE DEPARTMENT.

76. A European Assistant Superintendent of Agriculture has been resident in the country continuously during the period under report, with African Assistants on the stations taking charge of the various branches of the work under the supervision of the Assistant Superintendent.

77. The main features of the work are as follows :—

(a) Eradication of Collar Crack Disease.

Treatment was commenced in the areas around Amedjope. Gangs of labourers with their headmen under the charge of a junior Assistant Overseer carried out the work of uprooting and burning attacked trees, a trench being dug round the affected area to isolate the site of diseased trees from the rest of the farm. The work has proceeded smoothly and satisfactorily.

(b) Agricultural Station, Kpeve.

This is now the headquarters of the Assistant Superintendent. Cocoa is the chief crop, but the plots have been severely damaged by encroachment of elephant grass. The chief work at present is the eradication of this grass.

(c) Agricultural Sub-Station, Kpedschu.

This small station on the Ho-Adidome road is devoted principally to cotton. Selection of cotton is practised, and study of insect pests is being carried on here by the Assistant Entomologist of the Gold Coast Government. The site was chosen on this road because it is hoped to develop it into a trade route. The question of moving to a more promising site is under consideration. A block of coconuts has been established, and trials have been made with groundnuts and other crops with varying success.

(d) Plantations at Ho and Kpando.

Areas of cocoa and kola are maintained at Ho and Kpando as demonstration plots in the treatment of pests and diseases, the preparation of the crop and the proper treatment of the plants.

(e) Ginnery.

78. A small cotton ginnery equipped with a hand saw-gin and a baling press was established first at Kpedschu, but subsequently moved to Helekpe in the Adaklu Division—the chief cotton area in the south. Little use has, however, been made of it as the farmers say they cannot sell ginned cotton so easily as unginned.

79. Expenditure on the Agricultural Department is shown in the statement in Appendix D.

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THE QUESTIONNAIRE.

SLAVERY.

80. In July, 1895, the first legislative measure, making slave hunting and the slave trade a punishable offence was passed by the German Imperial Legislature, and in February, 1902, an Ordinance was passed by the German Imperial Chancellor regarding slavery. These enactments (translations) form Appendices B and C of the Report of 1922.*

81. A notable feature of the latter enactment is the fact that while it made children of domestic slaves free the freedom of the slaves themselves was dependent on the cruelty of a master.

82. Both enactments have, since the assumption of the administration of the territory by the British Government, been superseded by "The Slave Dealing Abolition Ordinance, 1874," and by "The Emancipation of Slaves Ordinance, 1874," Chapters 5 and 6 respectively of the Gold Coast Laws, with penal sanctions in section 443, sub-section 1 to 7 of the Criminal Code, Chapter 16 of the Gold Coast Laws. It is interesting to observe that when these Ordinances were originally passed their operation extended for 14 years to the majority of the tribes in the British Sphere, who were then (*i.e.*, until 1888) under British protection.

83. In the Southern Section of the Administration there have been no cases of slavery nor have any reports of its existence been received; it is, therefore, not unreasonable to assume that existing measures have had the desired effect. It is to be remembered that every facility is afforded the local inhabitants for laying their complaints before the Political Officers and that a slave—did any such exist—seeking freedom has therefore every opportunity of making his wishes known.

84. There is no reason to believe that the slave traffic has not been completely suppressed in the Southern Section. The prospects of a revival of the trade are exceedingly remote, for the immense risks to which the traffickers are now exposed have made it too dangerous an undertaking and diverted attention to other and more legitimate fields of enterprise which the influences of economic development and education have opened up; and which, being free from the disadvantages attached to the slave traffic have become increasingly attractive.

85. Kete-Kratchi in the Northern Section was at one time a great centre of slavery, and the ruins of the slave villages may be seen in several parts of the country. The descendants of the slaves sold here have formed strong family ties with the Kratchi people and traces of their enslaved parentage are now entirely lost.

* Stationery Office Publication, August, 1923.

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86. A curious form of voluntary labour having the semblance of slavery is reported from the Northern Section. An individual, presumably indigent, voluntarily attaches himself to the court of an influential Chief, and in return for his services receives clothing and food. The institution carries with it no peculiar benefits to the Chief who is able to procure paid labour at a much less cost than that which the supply of clothing and food involves, but the offer is always accepted for the dignity a large and gaudy following confers. It is important to note that, unlike slavery, no personal liberties are surrendered and freedom can be secured whenever it is desired. The institution forms a part of the social life of the people, and is the means of providing a useful occupation for a few people who might otherwise in this helplessness become a menace to society. It is feared that suppression of this custom will have this effect and thus displace a lesser evil by a greater one.

87. Slavery is not legally recognised and neither is the pledging of a person, although native custom favours the latter.

88. The principal causes of slavery were tribal wars and debts, but the disappearance of the former has carried with it a prolific source of the slave trade, while the introduction of improved methods of enforcing payment of debts by the Courts and Tribunal have led to the abandonment of pledging. The pledging of girls, which was once a popular custom, has entirely succumbed to the force of adverse public opinion. Under " The Emancipation of Slaves Ordinance, 1874," all slaves were declared free on 5th November, 1874.

89. The Political Officers constantly preach the gospel of freedom of slaves, and when travelling through the villages never omit to point out the legal dangers to which a person exposes himself by dealing in slavery in any shape or form.

90. It is considered that existing laws are effective and that the necessity for further measures does not exist.

LABOUR.

91. The industrial life of the territory has not yet assumed that complex character capable of developing such problems as would render the application of conventions or recommendations of International Labour Conferences either useful or expedient. The principles underlying such conventions or recommendations are, however, considered so far as they are compatible with local conditions and are incorporated in Ordinance No. 11 of 1921, known as " The Regulation of Employment Ordinance, 1921," of the Gold Coast Colony. The interests of labour are fully protected by this Ordinance, which provides for the attestation of contracts of service by District Commissioners, after they have convinced themselves that the terms and nature of the contract are perfectly understood and that it is entered into voluntarily and with full understanding of its meaning and effect. The

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Ordinance insists on the stipulation in each contract of the nature of the service, the place or limits within which such service is to be performed, and the remuneration to be paid.

92. Labour contracts are classified as "Home" and "Foreign." The former refers to a contract of service to be wholly performed within the limits of the Administration and the latter to a contract of service to be performed wholly or partly outside these limits. A home contract may be either written or oral and is valid for periods not exceeding three years and six months respectively. Where no agreement is expressed respecting its duration, and the contract is not one for the performance of some specific work having reference to time, it is regarded as a contract at will and is determinable by either party at the close of any day without notice.

93. The measures for protecting the interest of labour in respect of service outside the limits of the Administration are more elaborate and, in addition to the attestation of contracts by District Commissioners already referred to, they include the application for a permit to the Secretary for Native Affairs from the employer desiring labour, who must present a letter of recommendation from the Government of the territory in which the labourers are to be employed. Such application must state the number of labourers required, the place where the labour is to be performed, the nature of the work, the wages offered and the duration of the contract. These conditions by no means exhaust the protective measures in force, for even when the Secretary for Native Affairs has thought fit to issue a permit, which is valid for three months only, recruiting may commence, but this must be through a specially licensed agent. Before the granting of a permit, however, security by deposit or otherwise is demanded from the applicant to meet such contingencies as claims for wages or for any expenses that may be incurred by the Administration in respect of return passages, and when the labourers are ready to embark the embarkation is carried out under the supervision and control of the Police.

94. The duration of a foreign contract cannot exceed 13 months, and the employer must provide a return passage, with proper accommodation and maintenance during the voyage, within 14 days after the expiration of the contract.

95. The employment of women in night work is prohibited, excepting where exceptional circumstances demand it, in which event it is not to exceed ten hours in sixty days of the year, or, when it is temporary and not of a recurring nature, that the causes are inevitable and are not foreseen.

96. There are no measures specifically prohibiting free labour, but the provisions of Ordinance No. 11 of 1921, as they insist on the stipulation of the remuneration to be received, the employment of this form of labour would constitute an infringement

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punishable under the terms of the Ordinance. Another circumstance, and one which would more effectively counteract any tendencies to have recourse to this form of labour, is the mercenary attitude of the inhabitants towards any form of outside employment. Forced labour would meet with even more active opposition. It would in the circumstances be impossible to secure it without violence or without violating personal liberty to the extent of exposing oneself to the risk of prosecution for an offence under the Criminal Code. Happily, neither form of labour is desired or exists.

97. Native labour is required for the maintenance of roads and rest houses and for the transport by head carriage of baggage of Government officials when travelling on duty. All labour employed in the latter capacity is paid for at the local rate and Government employment in that respect is characterised by the practice of paying for the carriers' return journey at the full rate even when no loads are carried. Having regard to labour for the maintenance of roads it is called for only by the Political Officers who derive their powers, in the Southern Section, from the Roads Ordinance, Chapter 107 of the Gold Coast Laws, and in the Northern Section, from Ordinance No. 1 of 1920. The former Ordinance has not yet been applied to the British Mandatory Sphere, and it therefore serves, properly speaking, merely as a guide rather than as a source of authority for Political Officers.

98. Under these Ordinances each adult male person is required in the Northern Section to perform 6 days' work in each quarter on roads and in the Southern Section, 24 days in each year. This labour is called for and supplied through the Chiefs and adequate remuneration is always paid.

99. There has been no necessity to use force to procure such labour, which is always voluntary; but, should there ever be any recalcitrants, they would be dealt with by their own Chiefs according to Native Customary Laws.

100. Labour in lieu of taxation, which was in vogue during the German Administration, has been abolished, as are the taxes which formed a part of that system.

101. Under Ordinance No. 11 of 1921, referred to in paragraph 91, licensed recruiting agents are the only persons authorised to recruit labour, and care is taken that such licences are granted to reputable persons only.

102. The Administration does not participate in the recruiting of labour for private enterprise and no such recruiting has taken place in the year under review. The only recruiting undertaken by the Administration is for 50 labourers annually from the Northern Section for service not exceeding one year on the Government Sisal Plantation at Accra, which is controlled and managed by the Gold Coast Government itself.

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103. Emigration to the Gold Coast has not undergone any marked change in the number of emigrants, but work on cocoa farms in the Gold Coast is still a source of great attraction. The labourers so emigrating are not recruited but leave their homes of their own accord, and usually remain away for the duration of the cocoa season—October to April.

104. No compulsory measures are allowed with regard to labour. While disciplinary measures are not authorised by law, fines are generally imposed for slight breaches of contract and aggravated cases may be punished with dismissal. Under Ordinance No. 11 of 1921 either the District Commissioner's Court or the Police Magistrate's Court has power to deal with breaches, ill-treatment, and all disputes affecting labour contracts, and an employer or employee may resort to either of these Courts.

105. The attestation by the District Commissioners and the signing of contracts before them, as provided by Ordinance No. 11 of 1921, constitute the measures taken to minimise the possibility of abuses and to ensure full understanding and fairness as the conditions necessary to loyal fulfilment.

106. The obligation of the employer primarily consists in the prompt payment of remuneration as and when it becomes due, but it may include the provision of means for the care and well-being of the employed; in the case of labour for foreign service it extends to the provision of passages, proper accommodation and maintenance in transit. The labourer, on the other hand, contracts loyally to perform the stipulated work while conforming to any lawful regulations imposed for the protection of his employer's interests.

107. The Administration, through its Public Works Department, is the largest single employer of labour, the pay for skilled labour being at the rate of 3s. a day, and for unskilled labour at the rate of 1s. a day. The working day is from 6 a.m. till 12 noon and from 2 till 5 p.m., with a break of 30 minutes between 6 and 12 a.m. for breakfast. No work is allowed on Sundays and all public holidays are observed.

108. It has now been arranged that all labourers recruited for work in the mines in the Gold Coast will be subjected to medical examination before recruitment as well as on arrival at the mine where they will be subject throughout the duration of their contracts to adequate medical supervision and attention. Every effort continues to be made to render the conditions in the mining areas as sanitary as possible, and further legislation has been introduced to ensure this. From the above it will be seen that it is very unlikely that these labourers can in future be held responsible for the introduction of venereal disease in their country.

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ARMS TRAFFIC.

109. The Proclamations and Regulations thereunder controlling the Arms Traffic referred to in the 1923 Report, paragraph 64, were superseded on the 1st April, 1924, by the Arms and Ammunition Ordinance, No. 23 of 1921, of the Gold Coast Colony, being made applicable to the Southern Section, and the Arms and Ammunition Ordinance, No. 8 of 1921, of the Northern Territories of the Gold Coast, being made applicable to the Northern Section. These Ordinances bring into force the provisions of the Convention for the control of Trade in Arms and Ammunition signed at Saint-Germain-en-Laye on the 10th September, 1919.

110. The number of firearms licensed, the quantity of gunpowder and lead bars (in lb.), and the number of percussion caps and cartridges issued, in the years 1923 and 1924 are given in the comparative tables below :—

(A) *Firearms.*

	Flintlock Guns.		*Cap Guns.*		*D.B. Guns.*		*Air Guns.*	
	1923	1924	1923	1924	1923	1924	1923	1924
Northern Section.	—	3,951	—	96	nil	nil	nil	nil
Southern Section.	7,430	1,127	7,442	656	19	27	10	12
Total ...	7,430	5,078	7,442	752	19	27	10	12

(B) *Ammunition.*

	Gunpowder (in lb.)		*Caps.*		*Lead Bars. (in lb.)*		*Cartridges.*	
	1923	1924	1923	1924	1923	1924	1923	1924
Northern Section.	(No figures to hand.)							
Southern Section.	15,764	26,655	44,700	117,150	4,890	2,164	1,350	3,100

111. It is considered necessary to make the following comments :—

To the ordinary observer the figures quoted above may appear excessive, especially those for the Southern Section, but it must be remembered that the guns shown have been in possession of the people for many years.

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112. During the late German Administration there was no restriction regarding the sale of flintlock guns, lead in bars and pellets and gunpowder, other than the licensing of such guns, for which a fee of 3 marks was paid by the owner. The importation of cap-guns and the conversion of flintlock guns was, however, prohibited. A number of flintlock guns in possession of the natives have, at various times, been converted into cap-guns by local blacksmiths, living in bush villages, without the permission of the authorities. Immediately this practice was brought to the notice of the Administration instructions were issued prohibiting any further conversion.

113. It has, however, been considered advisable to license the converted guns at present in possession of the natives, who have been warned that any attempt at further conversion will be dealt with under the Ordinance referred to above.

114. The arms and ammunition are issued to Head Chiefs and Sub-Chiefs only on behalf of such of their subjects whose suitability therefor is ascertained beforehand and the following is the procedure in use :—

Guns.—" A " requires a flintlock gun.

(*a*) " A " applies to his Chief.

(*b*) The Chief applies to the District Commissioner.

(*c*) The District Commissioner refers to the Provincial Commissioner.

(*d*) The Provincial Commissioner grants a licence to import, or an authority to withdraw if already in public warehouse.

(*e*) " A " or the Chief then orders the flintlock gun.

(*f*) On its arriving and being deposited in public warehouse " A " gets authority for withdrawal from the District Commissioner.

(*g*) When the gun has been withdrawn " A " takes it to the District Commissioner to have it stamped, registered and licensed (fee 2s. 6d.).

(*h*) Licence to be renewed every five years.

Gunpowder or Lead.—" A " requires gunpowder or lead.

(*a*) " A " applies to his Chief.

(*b*) Chief applies to the District Commissioner for permit to withdraw.

(*c*) Chief takes or sends the permit to withdraw to public or private warehouse.

(*d*) Warehouseman endorses the permit with the weight of gunpowder or lead withdrawn.

(*e*) Chief gives " A " a portion.

A Head Chief and a Sub-Chief are allowed 96 lb. and 45 lb. of gunpowder respectively for a quarter. The amount of caps and lead bars granted depends on the population of the division or village.

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115. The number of guns are accounted for by the following facts :—

(*a*) That hunting is very good and a number of the natives make their living by acting as hunters;

(*b*) that farmers require the guns for the protection of their crops against destructive animals;

(*c*) that a large quantity of powder is used in the celebration of funeral customs, a very ancient institution, and

(*d*) that the natives welcome the arrival of a high personage by firing their guns.

116. The lead is not only used for bullets, but it is also used for the weighting of river fishing nets.

117. The inhabitants are not permitted to obtain rifles, revolvers or pistols, and shot guns are issued only to Africans of influence, the number of whom is limited. Europeans resident in the territory have the right to possess rifles and revolvers, but before importing them the provisions of the Ordinance and Regulations thereunder must be complied with. The ambition of the native in the Northern Section does not go beyond a flintlock gun.

118. Arms and ammunition pass into the territory through the ports of Accra, Ada and Keta only.

TRADE AND MANUFACTURE OF ALCOHOL AND DRUGS.

119. The requirements of the Convention relating to the Liquor Traffic in Africa, signed at Saint-Germain-en-Laye on 10th September, 1919, are embodied in the Second Spirituous Liquors Ordinance, No. 31 of 1920, and the Second Spirituous Liquors Amendment Ordinance, No. 35 of 1923, which were made applicable to the Southern Section of the British Mandatory Sphere on 1st April, 1924. The latter is in Appendix E of last year's Report.

120. In the Northern Section there is total prohibition; but this applies to the natives only, the European residents being permitted to import a reasonable quantity for their own consumption. In the extreme north, however, palm wine is prepared from palm, while beer, brewed from both guinea corn and millet, and wine prepared from the fruit of a wild tree are popular further south, excepting in Kete-Kratchi, where, as in the Southern Section, palm wine, prepared from the sap of the oil palm, and beer, prepared from maize, are largely consumed.

121. There is no customs barrier between the British Mandatory Sphere and the Gold Coast whence the former derives its supplies of imported spirits and it is therefore impossible to give statistics, the quantity of spirits so imported not being recorded.

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There are, however, no signs of abnormal supplies flowing into this Sphere and it would seem that the almost prohibitive prices act as an effective check in stemming any tendency to import largely.

122. Importation overland from the French Sphere into the British Sphere is prohibited by Regulation No. 25 of 1923, paragraph 30, made under the Customs Ordinance, 1923. Illicit traffic from the British into the French Sphere is impracticable, owing to the considerably lower prices of spirits obtaining in the latter Sphere, and any activities in this direction take the reverse course, though only few cases have been recorded of smuggling of spirits across the land frontier.

123. There is no organised campaign against alcoholism, and cases of drunkenness which are punishable under the Criminal Code of the Gold Coast are very rare indeed. The paucity in the number of such occurrences is ample proof of a decided abstemiousness among the majority of the inhabitants.

124. There are no statistics of locally manufactured beverages, but the action of the Chiefs in stopping the promiscuous destruction of palm trees for the manufacture of palm wine is a fact worthy of note.

125. Having regard to imported spirits the figures for the quantities imported into the Gold Coast are given in Appendix J of this Report. It must be remembered, however, that these figures do not by any means reflect the proportionate extent of the traffic in the British Sphere where the poverty of the inhabitants compels them to exercise great moderation. Steps have, however, now been taken to ascertain the actual consumption in the British Sphere, and detailed information under this head will be given in next year's Report.

126. The sale of spirits is licensed, and before the granting of a licence the premises on which the sale is to take place are first inspected by the police whose report on the suitability of the store in which the sale is to take place is a deciding factor. The fees for licences are £20 per annum and £10 per half year. Eleven of such licences were issued in 1923, for the towns of Kpando, Ho, Kpeve, Logba, Dafo, Have, Sope, and Amedjope; and five only in 1924, for the towns of Kpando, Wurupong, Ho, and Kpeve. The large decrease in the number of spirit stores is attributable to the fact that in 1923 the licences were issued under the Togoland Proclamation, the fees then having been only £7 10s. per annum and £3 15s. per half-year, whereas the Gold Coast rate of fee is now in force. The Gold Coast Ordinance has in fact had the effect of making the trade unprofitable for small traders who have thus been forced to turn their energies in other directions.

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127. The Customs Tariff for spirits in force prior to November, 1924, has now been replaced by the Customs Tariff Ordinance, 1924, which came into force on November 1st, 1924, and under which import duties are as follows :—

Item No.	*Article.*	*Rate of Duty. Per Imperial Gallon.* £ s. d.
33.	*Spirits:*	
	(*a*) Brandy, gin, rum, whisky, and other potable spirits, the true degree of which can be immediately ascertained by Tralles' Alcoholometer, of the strength of 50 degrees per centum of pure alcohol by such alcoholometer of	1 5 0
	And, if of greater strength, for every degree above a strength of 50 degrees per centum by such alcoholometer, an additional duty of	6
	And, if of less strength, for every degree below a strength of 50 degrees per centum of such alcoholometer, a reduction of duty of	4
	Provided always that the duty shall in no case be less than £1 2s. 4d. the imperial gallon.	
	(*b*) Alcoholic bitters, brandy, gin, liqueurs, rum and other potable spirits being sweetened or mixed with any article so that the degree of strength cannot be ascertained as aforesaid	1 5 0

Note.—Spirituous compounds, being medicines composed of preparations included in the British Pharmacopoeia or in Volume I of the Extra Pharmacopoeia, which the Comptroller is satisfied are to be used in the compounding of medicines only, to be admitted duty free under Item 35 of 2nd Schedule. Other spirituous medicinal preparations containing not more than 20 per centum of pure alcohol as ascertained by Tralles' Alcoholometer; to be charged at the *ad valorem* rate of duty. Other spirituous medicinal preparations containing more than 20 per centum of alcohol as ascertained by Tralles' Alcoholometer to be charged at the rate of £1 5s. per imperial gallon.

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Item No.	Article.	Rate of Duty. Per Imperial Gallon. £ s. d.
Not potable:		
(*c*)	Methylated	1 0
(*d*)	Perfumed, including dentifrices, toilet preparations, and washes	10 0
	Perfumed spirits declared by a Government Analyst to be potable to pay duty according to the rating under 33 (*b*).	
(*e*)	Other	10 0

For the purposes of this Item (33) : —

(i) When spirits are imported in cases of twelve bottles of the size known as reputed quarts or twenty-four bottles of the size known as reputed pints, each case shall be deemed to contain two imperial gallons; and

(ii) Liquor containing not more than 2 per centum of pure alcohol as ascertained by Tralles' Alcoholometer shall be deemed to be non-alcoholic.

(*a*) Wines containing more than 20 per centum by weight of alcohol are not *ipso facto* prohibited, unless they are deemed to be injurious; but under the Tariff Ordinance such wines are charged duty as spirits. Similarly non-injurious malt liquors containing more than 10 per centum by weight of alcohol are not prohibited, but are assessed with duty at the rate for spirits. The foregoing percentages were fixed to prevent the importation of spirits under the guise of wines or malt liquors. *Bona fide* wines and malt liquors do not usually contain nearly such high percentages of alcohol as those above noted.

128. The International Opium Convention is incorporated in the Opium Ordinance, Chapter 60 of the Gold Coast Laws, and this measure is in force in the British Sphere and regulates the importation as well as the storage and disposal of dangerous drugs.

A statement showing quantities and values of spirits, malt and wines imported into the Gold Coast Colony during 1922, 1923 and January, 1924, to September, 1924, will be found in Appendix J to the Report.

LIBERTY OF CONSCIENCE.

129. The principles of liberty of conscience and religion are guaranteed to all Christians, Mohammedans and pagans, and these all enjoy the free exercise of their various forms of worship. The religious beliefs of the great majority of the population follow ancient customs, which may be described as a blend of animism, totemism and an all-pervading fetishism, while magic plays a great part in the lives of all, but the influence of Christianity is rapidly making itself felt.

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130. In pre-war days there were two Missionary Societies functioning in the British Sphere, namely :—

The " Norddeutsche Missionsgesellschaft," of Bremen; and the " Steyler Katholische Missionsgesellschaft."

Both had their local headquarters at Lome.

131. Numerous stations were formed at convenient centres with quarters for Europeans of both sexes, who resided in the country for a minimum of three years at a time, and supervised the conduct of religious and scholastic duties, which were performed by their African Pastors and Teachers. The principal Bremen Mission Stations were at Akpafu, Amedjope (the Seminary), Ho and Kpando, and 85 separate schools were maintained. The principal Roman Catholic centres were at Kpando, Ho and Bla, with numerous schools in various smaller villages.

132. As the Missionaries were all German, their activities came to an end during 1917–18, when it was found necessary to deport them. Eventually, the Missions came under the control of the Scottish Mission of the Gold Coast and the Roman Catholic Mission of the Gold Coast, which are now in charge of the Missions' activities and enjoy the use of the properties of the Mission Societies.

133. No obstacle of any kind is placed in the way of the expansion of missionary work, provided it does not clash with local law, nor infringe any control exercised by Government. In practice the Missions meet with active support from the local Administration.

134. The maintenance of public order and morality is regulated by the Gold Coast Criminal Code.

MILITARY CLAUSES.

135. The late Administration had no naval bases in what is now termed the British Sphere and no fixed military centre or fortress, and in accordance with Article 3 of the British Mandate the Mandatory Power has established none.

136. No natives of the Mandated Sphere are recruited for service with military units.

137. No troops are employed in the British Sphere, which is policed, in the Northern Section, by detachments of the Northern Territories Constabulary—a semi-military force—and in the Southern Section by the Togoland Police—a purely civil body.

The Northern Territories Constabulary.

138. The Northern Territories Constabulary, which was formerly the 2nd Battalion of the Gold Coast Regiment, with Headquarters at Tamale, is officered by a Commandant, an

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Adjutant—2nd in Command—one Senior Assistant Commandant and three Assistant Commandants; but two small platoons only are stationed in the British Sphere, distributed as follows :—

Station.	*Mounted Constabulary*	*Dismounted Constabulary*	*Machine Gunners.*	*Total.*	*Armaments.*
Yendi ...	2	21	8	31	One machine gun and S. M. L. E. rifles.
Kratchi ...	nil	21	nil	21	S. M. L. E. rifles.

139. The duties of the force are to assist in the prevention and detection of crime, maintenance of order and to assist generally the District Commissioners in the administration of their districts.

140. The platoons are controlled by the District Commissioners, who are responsible for their discipline to the Commandant of the force. The two mounted constables stationed at Yendi are placed at the disposal of the Veterinary Department to assist in locating cattle plague and in rounding up herds for inoculation by the Veterinary Officers.

141. The detachment took part in the following disturbance during the year under review: Several murders, and feuds between villages in the Konkomba country (Yendi District), resulted in the manufacture and poisoning of an abnormal number of arrows. Threats to avenge deaths were obviously to be carried out in force when the Oti River became fordable. The Commandant with a patrol of 70 non-commissioned officers and men proceeded to the Yendi District early in November and after being joined by the District Commissioner patrolled the Konkomba country for about four weeks. The natives there, very primitive people in most cases, soon obeyed the District Commissioner's orders to surrender all newly-made arrows. Some 17,000 of these arrows were subsequently burnt. This patrol was solely in the nature of a demonstration and the successful result thereof is highly satisfactory. There were, throughout, no casualties of any kind.

Health.—The health of the men has been good generally although a certain amount of sickness has prevailed at Kratchi. This is attributed to the unhealthy position of the barracks, which are on a bad site. It is proposed to have new barracks built on a higher site.

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Togoland Police Force.

142. The Togoland Police Force, operating in the Southern Section, consists of :—

1 Commissioner of Police;
2 Superintendents;
1 Assistant Superintendent;
7 Non-Commissioned Officers, and
42 Rank and File;

a total strength of 53.

The force is divided into two detachments as under :—

Ho (headquarters of the force and of the Political Administration) :—

1 Commissioner.
1 Superintendent.
1 Assistant Superintendent.
5 Non-Commissioned Officers.
32 Rank and File.

Kpando (sub-station of the above) :—

1 Superintendent.
2 Non-Commissioned Officers.
10 Rank and File.

143. The force, with the exception of the Commissioner, who is an European, is entirely recruited from the various African tribes. All are illiterate except the Superintendents, Assistant Superintendent, and five of the rank and file necessary for clerical administration. The tribes at present represented are :—

Awuna, Yoruba, Kratchi, Wangara, Moshi, Kotokoli, Kabure, Grumah, Dagomba, Dagarti, Bassari, Frafra, Kanjarga and Hausa.

144. The arms of the force are the short Lee-Enfield rifle and the ordinary wooden truncheon, the latter being for use in case of necessity while on ordinary town or civil patrols.

The cost of maintenance of these forces is found in Appendix D of the Report.

ECONOMIC EQUALITY.

145. There is complete economic, commercial and industrial equality and no favoured nation treatment is accorded to either Great Britain or to any other nation.

146. Entry into and residence in the British Sphere are not in any way hampered, and as long as the requirements of public order and local law are complied with the exercise of professions or trades may proceed unhindered. The protection afforded to persons and property and the acquisition of property, movable and immovable, are in no manner discriminative.

(*a*) *Concessions.*—No concessions for the development of the natural resources of the territory have been applied for or granted.

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(*b*) *Land Tenure.*—The tenure of land is uninterrupted once conformity to legal formalities or local usages is observed.

(*c*) *Mining Rights.*—None exist and none has been applied for.

(*d*) *Fiscal Regime.*—Taxation is not discriminative.

(*e*) *Customs Regulations.*—Give no preferential treatment.

EDUCATION.

147. There has been no change in the number of Missionary Societies functioning in the British Mandated Territory, although there have been spasmodic attempts on the part of the Wesleyan Mission to open stations, but these efforts have not yet met with any success, possibly owing to the firm establishment of the Ewe and the Roman Catholic Missions in all the important stations in the Southern Section.

Southern Section.

148. The Missionaries of the Scottish Mission (known in this area as the Ewe Mission) co-operated with the two returned Missionaries of the Bremen Mission for the consolidation and efficiency of the educational and religious work entrusted to them. The people have shown their appreciation of this harmonious union on their behalf and are accepting the new conditions in a willing and expectant spirit.

149. Representatives of these two Missionary Societies in Europe, after conference, have decided to continue sharing this work, and application has been made to the Imperial Government, in terms of its new policy with relation to alien Missionary Societies, to grant recognition to the Bremen Society so that it may bear a larger share of the responsibility.

150. In 1923 a Synod Committee was set up, consisting of three elected Ewe Pastors and two nominated European Missionaries, with executive powers. The natives soon realised the strength and security of such a policy. Though not slow to appeal against the decisions of the new body, they are learning to show loyalty to it. In the internal working of this Committee there has been no conflict of interest between the African and European members.

151. The Government of the Gold Coast continued to pay the majority of the teachers in Ewe Mission Schools throughout the year at a cost of £2,623. This sum is exclusive of £45 certificate grants paid to three certificated teachers who have been sent from the Gold Coast to improve the standard of work in the Amedjope and Ho Schools and of administrative costs.

152. During 1921 the Director of Education of the Gold Coast assumed direct control of the schools of the Bremen Mission, which were re-opened in the Southern Section. These schools remained under the supervision of the Director of Education through a Provincial Inspector of Schools, stationed at Keta, and

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an African Government Teacher, whose headquarters are at Ho. The District Commissioners rendered assistance by means of frequent inspections of the various schools.

153. In October of last year, as a result of negotiations with the Scottish Mission, it was arranged that the Ewe Mission (with the German Missionaries, already referred to, who have pre-war experience of the schools on its staff) should take over the former Bremen Mission Schools, but it is intended next year that the Ewe Mission will take entire charge, financially and otherwise. Schools will then become eligible for grants payable on the average attendance, in accordance with the recommendations of the Director of Education, and the Government will be in a position to demand efficiency, and the Ewe Mission, it is hoped, to provide it.

154. The enrolment during the year in the Ewe Mission Schools is approximately the same as it was in the previous year (2,180 pupils in all). There is no cause for dissatisfaction in this, as these schools have been previously, and are now, both understaffed and overcrowded.

155. Of the present teachers only 30 per cent. have training which qualifies them to hold a Government Certificate; they have been encouraged to increase their efficiency. During the year a Vacation Course was arranged, in which 90 per cent. of the teachers took part. Its benefit in bringing the newest and best methods of teaching within the grasp of isolated teachers was obvious. It also had valuable social advantages. An increasing number of the best boys in the senior schools have been induced to enter on the Teachers' Training Course in the Seminary of the Scottish Mission at Akropong on the Gold Coast, so that within the next five years there may be an augmentation of the trained teaching staff by 30 per cent. capable of earning considerable Government grants for themselves and for their schools.

156. Reports on individual schools received during the year indicate a general improvement in discipline, tone and efficiency. Infant pupils pay 2s. 6d. a year in school fees and standard pupils pay 5s.

157. The following statistics show the present position. They, however, only include schools (43 in number) in which teachers are paid by Government, while there are several other small schools maintained by the Mission.

Ewe Mission.

Number of male Teachers paid by Government...	59
Females	—
Number of male Children on Roll—Standards...	482
,, ,, female Children on Roll ,, ...	11
,, ,, male Children on Roll—Infants ...	1,050
,, ,, female Children on Roll ,, ...	310
Total	1,853

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Ewe Mission—cont.

Average attendance:

Standards—Males	465
,, Females	10
Infants—Males	959
,, Females	300

The curriculum of Standard Schools is as follows:—

English, Arithmetic, Writing, Drawing (including Crayon and Brushwork).
Nature Study (Practical Instruction).
Drill and Physical Exercises.
Hygiene (from Standard IV upwards).
Local Geography and History.
Vernacular Reading.
,, Writing.
History. Singing. Grammar.

Curriculum of Infant Schools:—

English Reading and Writing.
Vernacular Reading and Writing.
Arithmetic.
Object lessons in Nature Study.
Varied Occupations.
Singing.
Physical Exercises.

Roman Catholic Mission.

158. Considerable activity has been shown by this Mission during the year in extending its work in the British Sphere in all directions. At the larger schools, Kpando, Bla and Ho, Gold Coast certificated teachers have been, or are about to be, employed, with a view to raising the quality of instruction.

159. The majority of the schools are, however, of a very poor type, the policy of the Mission being apparently to acquire stations and to make a small beginning in as many places as possible. None of these schools in the British Sphere yet receive Government assistance.

Statistics.

Number of Teachers:	
Males	53
Females	—
Number of Children on Roll:	
Males	1,211
Females	38
Total	1,249

Unfortunately, the attendance figures have not come to hand.

Curriculum.

In the schools of both Missions everything is regulated by the Education Rules of the Gold Coast. In the other schools, besides the three R's and observation lessons, much time is devoted to vernacular reading.

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160. At present no provision is made for Professional and Technical Education within the Southern Section. The natives, however, have the advantage of a number of vacancies to the Junior Trade School at Kibi, in the Gold Coast, which are eagerly sought after, and it is proposed in the near future to open a school of this nature in this Section. As yet there is no separate provision for Secondary Education.

161. The Ewe language is the medium of instruction. English is taught as a subject.

162. No direct compulsion is laid on Mission Schools in any regard, and only in so far as any such might contravene the laws laid down for good government of the country as a whole would they be subject to any interference. Schools on the Assisted List are, of course, obliged to observe the curricula laid down by Government.

NORTHERN SECTION.

163. Apart from several Mohammedan schools in Kete-Kratchi, there are no educational establishments in the district. It is, however, proposed, at a convenient time, that an establishment on the lines of a Junior Trade School should be founded.

Junior Trade School, Yendi.

164. The Junior Trade School, Yendi, was established in 1922, being the first of the four Junior Trade Schools in connection with the Trade Schools' Scheme of the Gold Coast. It is so far the only school of its kind in the Northern Territories of the Colony, and, consequently, draws its pupils from among the many varied tribes of that area.

165. This school, in common with those of the same nature, was organised for the purpose of supplying an education that is only partly literary. Their main purpose is to turn out artisans and craftsmen of an intelligent grade, but who in the course of their training have been subjected to a continuous period of European supervision where character formation forms a highly important part in that training. They are boarding or residential institutions, where the pupils are kept under sound discipline for a period of four years and trained on boy scout lines, so that initiative, responsibility, leadership and general character are developed as far as the conditions will permit.

166. Into these schools pupils of good character and sound health are admitted who possess as good a literary standard as is available. The training they undergo may be divided into three sections: Character formation, vocational and literary. The greatest emphasis is laid on the first named, where the application of the boy scout laws and principles which, combined with organised games and physical exercises under European supervision, will, it is hoped, produce the desired results. In the vocational training the aim is to turn out good and reliable artisans and craftsmen, sufficiently skilled to earn a living at their

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respective trades, while in the literary training, subordinated to character training, the instruction is confined to teaching a few subjects well but sufficient to enable the pupils to keep up the knowledge of their trades when later thrown on their own resources.

167. At the Junior Trade School, Yendi, the instruction given is confined to literary work, woodwork, metalwork, masonry, agriculture and weaving. Before long it is proposed to introduce pottery making also. As a rule, one half of the time is devoted to literary instruction and the other half to trade instruction. The full course is one of four years and each pupil in his first year passes through a general course of training in all branches. In his second and subsequent years he specialises in his own selected particular trade. If he is successful in his work he is granted at the close of the four years period a Junior Trade Certificate, which shows his general character, his proficiency at his own special trade, and the standard of general education that he has obtained.

168. The staff at Yendi consists of the headmaster (a European) and five African instructors. These instructors are selected for their special qualifications in their particular subjects and, in addition to their duties as instructors, they enter freely into games and other activities in connection with the school. A second literary instructor will be appointed in the next year.

169. This school is located about a mile away from the town of Yendi, *i.e.*, about sixty-four miles from Tamale, the headquarters of the Northern Territories Administration. The general lay-out of this school has been a simple matter, there being no thick forest areas to contend with as is experienced at the other Junior Trade Schools. The open lands of this school have been cultivated by previous generations and the quality of the soil therefore sorely contrasts with that of the soil of the forest areas. It has therefore been found necessary to take over an area of approximately 125 acres. This will enable the school in future to supply its own food for messing purposes from its own farms and food plots. This large parcel of land has been presented to the Government by the Na (Head Chief) of Yendi as a perpetual gift for educational purposes.

170. The ultimate aim of this school is to make it as self-supporting as possible. With this object in view food farms are laid out and arranged for troops and patrols, on which scout formation the school is based, each year's class being formed into one troop and each troop being again sub-divided into three patrols. The produce from the school farm and plots is the property of the particular patrol or troop which cultivated it, and thus contributes towards the messing of the pupils. In this way the work on the school farm becomes co-operative as well as individualistic, and provides much scope for healthy rivalry and competition.

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At Yendi a well-stocked farm of cattle, sheep, goats and fowls has been established which largely contributes towards the messing, as well as partly meeting the manuring requirements of the soil.

171. For messing and living purposes the pupils retain their division into troops and patrols, a separate dormitory being assigned to each patrol. The responsibility for the proper supervision and satisfactory maintenance of each dormitory and messroom in good order rests with the troop and patrol leaders. In this way the pupils are made to realise that the efficient management and ultimate success of the school depend on their own efforts.

172. The uniform adopted for the pupils is that of a boy scout. The headmaster holds a warrant as scoutmaster, while selected instructors hold warrants as assistant scoutmasters. The uniform is worn on special parades and during literary instruction, but for ordinary trade instruction a modified and simpler uniform of " shorts " and white singlets is worn. The wearing of native dress is authorised, even encouraged, after instruction hours and on half-holidays and Sundays.

173. The buildings required for the accommodation of the first-year class were built by the Na of Yendi and his people, with the assistance of the local Political Officer and the local representative of the Public Works Department. These buildings were well constructed of thick swish or mud wall with grass roofs. The buildings required for later classes have been constructed by the pupils themselves and are of a good solid nature likely to last a number of years. These, however, are all temporary buildings, and in future years the junior classes alone will be occupied in the building of temporary buildings, while the senior classes will construct the permanent buildings as required. When the building programme is completed, including the erection of accessory buildings, *e.g.*, hospital, farm buildings, etc., the pupils will be able to undertake work external to the school and to make furniture and other articles for sale. In this way it is hoped an appreciable revenue will be forthcoming, and this will result in the economising on the cost of maintenance as originally estimated.

174. The life of the pupils at a Junior Trade School is fully taken up with various useful occupations and allows no time for slacking. The work of the day begins with réveillé at 5.30 a.m. and ends with " lights out " at 9 p.m. The first half hour is occupied with duties in the dormitories and the second half hour taken up with physical drill and parades on the parade ground. From 6.30 till 7.30 the patrols attend their food farms and stock, with the exception of the patrol whose duty it is to look after the general requirements of the school. A quarter of an hour later the troops assemble and proceed to the messroom for breakfast. At 8.30 they again assemble on the parade ground, from where,

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after reporting by patrols and troops, they disperse for the morning instructional work in the classrooms, the workshops, or on the food plots. This lasts for three hours, and at noon they fall in for the school dinner parade. At 13.15 the troops reassemble for the afternoon work, which lasts for another period of three hours. At 15.45 they again assemble for scout parades or playing-field games of various kinds. At 18.15 they further assemble for the school supper parade under the school captain, while after supper the time is occupied with singing, talks and lectures for half an hour, the remaining period till 20.30 being taken up with reading or voluntary study, when a roll-call is made. After this no pupil may leave the dormitories. On Saturdays, and sometimes on other days, all the pupils are engaged on some particular work, such as house, road, or bridge building, while on Sunday no work is carried out with the exception of essential work such as attending to food plots or livestock.

175. The school at present has three troops of 30 pupils each, a total of 90. With the advent of the next-year class its maximum strength of 120 pupils will have been reached. As this school, however, supplies trade instruction for the whole of the Northern Territories (including the northern part of the Mandated Territory of Togoland), it is likely that in the near future this maximum number will be largely increased. These pupils represent diverse tribes and peoples, and in many cases English is the only common medium of conversation, although Hausa to a similar degree is understood and spoken by a large number of the pupils. These latter consist of Dagombas, Mamprusis, Gonjas, Frafas, Lobis, Dagartis, Moshis, Grunshis, and other tribes, and it is extraordinary how well all these diverse nationalities pull together as brother pupils. To them the school is their common centre, and they realise the valuable training they are receiving at that centre.

176. This school, in common with others of the same type, has been established for one particular purpose—the training of individuals who will assist in the general progress of their people. The Government, in establishing this school, has shown its desire to assist in this attainment—the training of truly useful craftsmen, and through them the gradual improvement of the people concerned.

177. A Government School at Gambaga is available for the education of children in the most northern part of the Sphere.

178. There is no system of higher education in medical matters, but no opportunity is lost of bringing these to the notice of the native population; whenever possible lectures on sanitation are delivered in the villages by the medical officers, and circulars have been from time to time distributed to the chiefs for their guidance. The District Commissioners also lay special stress on the subject during their visits to the villages throughout the various districts.

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PUBLIC HEALTH.

179. The British Sphere is divided into four medical areas, which correspond with the administrative system :—

(i) The Southern Section, which includes the Ho District, with its Sub-district of Kpando;

(ii) the Kete-Kratchi District, with the Togoland portion of Eastern Gonja;

(iii) the Eastern Dagomba District; and

(iv) the Kusasi and Southern Mamprusi portions of Togoland.

180. The Medical Staff functioning in the Sphere, with the exception of the lady doctor, stationed at Amedjope, belong to the West African Medical Staff. The staff is distributed as follows :—

(*a*) Southern Section.

1 Medical officer, European.
1 Sanitary inspector, African.
1 2nd Division native nurse.
1 2nd Division native dresser.
1 Public vaccinator, African.

The number of scavengers employed during the year was slightly less than last year, and they are distributed between the towns of Ho and Kpando. At Amedjope, the Headquarters of the Ewe Mission, there is a lady doctor, the wife of the secretary of the Mission.

(*b*) Kete-Kratchi.

In Kete-Kratchi there is no medical officer in residence, but in cases of emergency the medical officer stationed at Salaga is called in. There were 11 scavengers employed throughout the year.

(*c*) Eastern Dagomba District (Yendi).

1 Medical officer.
1 2nd Division dispenser, African (who is also a fully trained nurse).
A gang of 6 scavengers.

(*d*) The Togoland portions of Kusasi and Southern Mamprusi.

Served by the medical officer stationed at Zuaragu.

The reports from the medical officers, giving such information as is available in regard to the incidence of certain tropical diseases and the medical and sanitary activities for the period under review, are quoted below :—

I. From the Medical Officer Stationed at Ho.

Sanitation.

An important advance in the sanitation of the district has been made by the application of the Gold Coast Ordinances to the British Sphere of Togoland during the year. This will give more

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varied powers to the Administration than was formerly the case, when all offenders against sanitation had to be proceeded against under the Criminal Code. The Towns Ordinance of the Gold Coast Colony (Chapter 65 of the Laws of the Colony) can now be enforced as soon as important towns are placed under it, and this has already been done in the case of Ho and Kpando, the two most important (by an Order by the Governor, No. 34 of 1924, under that Ordinance).

New offices and stores for the Sanitation Department are in course of erection and will greatly facilitate the working of that section of the staff.

Another change has been the granting of increased transport facilities to the medical officer, whereby he is enabled to visit outlying villages by motor-car at more frequent intervals than formerly, with corresponding improvements in their general sanitary condition. This work is done in conjunction with the village dispensary system instituted this year, and described in the section of the Report devoted to hospital arrangements.

On superficial inspection no great difference is apparent in the general sanitary condition of the district, as this, for some considerable time, has been very good for a native African community; but there has been a marked absence of epidemics of the diseases usually associated with deficient conservancy or with contaminated water supplies. On the other hand, it must be admitted that the housing conditions have not improved much, nor the African habit of overcrowding in small rooms, and this want of appreciation of the benefits of fresh air and light leads to the dissemination of air-borne infectious disease, and is probably responsible for the outbreaks of influenza and pneumonia during the year. These are mentioned in the section on epidemiology. In general, however, the people are showing a keener interest in the sanitary condition of their towns, and many requests have been received from village Chiefs for visits of inspection and advice, especially in regard to their water supplies. There is a great difference in the attitude of the different divisions, some being quite apathetic whilst others are most anxious to improve.

Hospital Arrangements.

These remain substantially the same as described in the two previous Reports, the accommodation being ample for the usual number of patients. At the close of 1922 a temporary building was erected at some distance from the main hospital, with, at first, the idea of treating lepers there. This project was found unworkable and the building is now used for the treatment of ulcers and other septic conditions undesirable in a general ward. A temporary dressing shed for injuries and minor surgical cases, and an irrigation shed for cases of gonorrhoea were also erected, and permanent buildings to replace these are now nearing completion. The desire for European medical treatment shows no abatement, but rather an increase, and patients from all parts

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of the district attend the hospital. The district, of course, is very extensive, some of the outlying parts being as much as five days' journey from Ho for a healthy person, and it was found that some patients had taken ten or more days to cover the same distance. This meant that many sick people would not trouble to come in at all, while it was also necessary to consider the numbers who could not travel or were too ill to be moved. It was felt that something should be done to get into closer touch with these, and a system of village dispensaries was instituted during the year to achieve this end. This work has been made possible by the granting to the Medical Officer of the increased transport facilities already mentioned in the section on sanitation. This took the form of a transport allowance sufficient to cover the cost of running a motor-car, and the type of vehicle chosen was a light motor-lorry. This has been found eminently suitable for the work, as it enables the Medical Officer to take with him a native dresser and a supply of drugs and dressings, and to pay periodical visits to certain villages chosen on account of their central position with regard to thickly populated areas in different parts of the district, and their accessibility by motor from head-quarters. In passing, it may be mentioned that a lorry can also be used as a makeshift ambulance, and the one now in use has been found useful in bringing in patients not able to walk. As soon as it became known that the visits were regular patients began to collect at these points, and village dispensaries formed themselves naturally. The popularity of the scheme has exceeded all expectations, so much so that at Honuta and Bla, the two most flourishing centres, 20 to 30 new cases are seen at each visit, and a large amount of work is done in attending to old cases regularly. The Chiefs have been most helpful, having, in some instances, provided rooms in their private houses for the carrying on of the work; letters have been received from other Chiefs asking that the work be extended to their divisions, and in two instances the Chiefs have offered to build a hospital and a Medical Officer's house at their own expense. These two Chiefs, each, naturally, considering his own town as being the hub of the universe, are desirous of having a Medical Officer stationed permanently there, hence the offers. One even went so far as to offer to make a new motor road and build a bridge over a considerable river when it was pointed out to him that his village was not sufficiently well supplied with these to make it easily accessible to other parts of the district. All these offers are perhaps hardly " practical politics," but they show at least how much the natives appreciate any medical work done amongst them. One would naturally like to comply with the request to extend the work, but as much as can be done regularly is already undertaken. The villages chosen for this dispensary work are : Anfoevi, Bogame, Honuta, Kpando, Vakpo, Alavanyo, Bla, Atabu and Vegbe. The two first mentioned are on the inner circle road running from Ho to the west through Sokode, Etoe

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and Kpakple to Anyirawase, thence northwards to Bame and through the Goviepe and Hlefi divisions to Anfoevi. From there the road runs north-eastward through the Sviepe and Akome divisions and so to Honuta, returning to Ho by way of Tokowe and Akuepe. The distance round this circle is 66 miles, which makes it possible to work these dispensaries and return to headquarters in a day; weekly visits are therefore made on the same day each week. About the middle of each month the medical officer leaves headquarters for about ten days, proceeding first to Kpando, which is an important trade centre of the district, and is situated on the main road leading from the hinterland of Togo to Kpong and Accra. A stay of a few days is made here and day visits made to Vakpo and Alavanyo. The Medical Officer then proceeds to Bla, which is an important Mission station in the Gbi Division and is situated at the junction of two main roads leading to the north, and day visits are made from there to the neighbouring towns of Atabu and Vegbe. Its position makes it accessible to the people of the Buem part of the district, but it is rather too near Kpando and not quite far enough north. It is, however, the furthest that can be reached by car at present, but when the road to Borada or Gyasekan, at present under repair, is opened, this dispensary will probably be moved up there. One result of the formation of the village dispensaries, though not unexpected, is scarcely desirable but can hardly be avoided. That is, that cases which really require hospital treatment are inclined to depend on visits to the dispensaries as this saves them a long journey and an absence from their homes of uncertain duration. The number of in-patients at the hospital has decreased in consequence, but this is more than counterbalanced by the large number of out-patients reached who would otherwise get no treatment at all. The essential feature of the system is regularity of the visits, as patients cannot be expected to come in from a distance unless they are certain of meeting the Medical Officer on the appointed day, and lack of rapid communications make it impossible to give notice of casual visits. This regularity is not easy of attainment in this country, but up till now it has been fairly well maintained, and the results, as mentioned before, exceed the most hopeful expectations. Unfortunately, no figures can be given to indicate the extent of this work. It has only lately been started and the staff is so small that it is difficult to find the time to keep books of statistics, and the " bush " conditions under which this work is done make clerical work more difficult than usual.

Epidemiology.

The outstanding occurrence of the year has been an outbreak of influenza, which commenced about the beginning of June. This disease has been general over the whole of the district and only showed signs of abatement in December. The majority of the cases have been of a mild nature though many

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have been of long duration, quite a large proportion showing a raised temperature for three weeks. The complications, if any, were usually pulmonary and there were some deaths from pneumonia, but, speaking generally, the mortality from the epidemic was negligible. No figures are available of the number of cases or the percentage of deaths owing to the diffuse nature of the outbreak, but numerous reports were received that practically the whole population of specific areas was suffering from the disease at the same time. No other epidemic was reported but there was an increase in the number of cases of pneumonia seen during the wet season, and especially in October, when the rainfall was greater than usual, viz., 13·33 inches, while the average for the past three years, that is, since observations were started, was 9·5 inches. Pneumonia, however, is always with us during the rains and was only increased this year as a complication of the influenza. Both are due in large measure to the habit of overcrowding mentioned above. Routine symptomatic treatment was given to all cases seen, and lectures on the benefits of fresh air and personal hygiene were given when opportunity offered, the epidemic providing a convenient text.

Smallpox.—No cases of smallpox were seen during the year; this is, no doubt, due very largely to the large numbers of vaccinations done since the small outbreak at the end of 1922. The last available figures of vaccinations are those for the financial year 1923–24, and are as follows :—

Number vaccinated.	*Number known to be successful.*	*Number. unknown.*
8,756	2,409	6,347

These figures refer only to the vaccinations done by the public vaccinator. They do not include those done at the hospital or during journeys in the " bush " by the native nurse, as no record is kept of these. A considerable amount of rough sanitation has been done during the year in cleaning up small villages in the "bush" and this also has had something to do with the absence of smallpox, as the starting point of most outbreaks would seem to be in these small villages rather than in the larger towns.

Endemiology.

The prevalence of endemic disease constitutes the most distressing feature of the public health situation. Anyone who comes in contact with the people from a professional medical point of view only might conclude that the whole population was diseased, and one who (like the writer) takes an amateurish interest in farming and hunting, and expects to meet the most robust of the natives among the farmers and professional hunters, can see that large numbers are frequently unfit for their duty from such diseases as malaria or venereal disease.

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(*a*) *Venereal Disease.*—This class of disease still accounts for a large proportion of the work here, but there is a distinct improvement noticeable as compared with 1922. Gonorrhoea, especially in its acute form, is much less in evidence, though we still see plenty of longstanding chronic cases, and though syphilis is perhaps rather more in evidence than before, enquiries brought out the fact that the apparent increase was caused by the patients coming in in increased numbers from the more outlying parts of the district as they become aware of the benefits of modern treatment. It is difficult to give an accurate idea of the incidence of this disease. The figures in the annual returns do not do so, as a large proportion of the patients applying for treatment for other diseases show signs of venereal. Also, many of those cases labelled with a general term, such as rheumatism or general debility, are really venereal, but dispensary conditions make it impossible to diagnose the cases properly the same day in time for entry in the outpatients' register as such. The last available figures are as follows :—

	Outdoor.	*Indoor.*
Gonorrhoea	78	11
Syphilis	68	6
Ophthalmia Neonatorum ...	3	—
Urethral Fistula	1	—
Stricture	3	—

a total of 163 cases treated in one year for unmistakeable venereal disease.

Add a proportion of the following :—

Rheumatism, 58 cases.—These are usually cases complaining of vague pains all over the body, and they mostly show signs of such conditions as arthritis, periostitis, or atheroma, and many of them show marked improvement under specific treatment. They are usually the result of chronic gonorrhoea or syphilis.

General Debility ..	16 cases.
Neuralgia	19 cases.
Arterial Sclerosis ..	1 case.
Constipation	41 cases. This is often the result of dosage with native medicine for some other condition.
Endometritis.. ..	13 cases.
Vaginitis	3 cases. These two are almost invariably gonorrhoeal in origin.
Osteitis	8 cases. Either syphilis or yaws.
Keratoma	10 cases. Usually a manifestation of tertiary syphilis or yaws ; and lastly
Ulcers.. ..	..107 cases. Quite a number of these are broken down gummata.

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It is not too much to say that quite 50 per cent. of these cases are definitely venereal diseases or the result of venereal disease. The figures are too vague to give a definite percentage, but there were some 350 to 400 cases of venereal disease in the total of 1,412 cases treated at the hospital in one year, which works out at 25–28 per cent. This leaves out altogether those cases which apply for treatment for some other illness, but this is unavoidable, as multiple infections are the rule here and it is an interesting commentary on the habits of the people that the only case of sleeping sickness met with in the past three years was able to contract gonorrhoea and apply for treatment for it about six weeks before he died of the former disease. The cases seen at the village dispensaries are not included in the above, but this work has been too recently started for any figures to be available. Another disadvantage attached to the above figures is that they cannot give an idea of the total number of cases throughout the district. The population is given as 87,460, and three or four hundred cases a year would appear to be quite a small proportion, but anyone familiar with the people can see that all do not apply for treatment. As mentioned before, there is, however, an improvement in this direction and the people are coming in more readily. Perhaps one should mention here the frequency of abortions in this country. They are all too frequent, and one is often asked for treatment for women who have had as many as six or even ten abortions one after the other. The greater proportion of these are undoubtedly due to syphilis. Routine treatment is attempted with all the cases. That is to say they are given a six weeks' course of injections of novarsenobenzol, with intercurrent injections of either metallic mercury or calomel in suspension. It is difficult to get the patients to complete the course, as many leave after the first injection, only to return later with a relapse. Still, some good must result from lessened chance of infectivity. Here, again, the village dispensary system has done good in enabling some patients to get weekly treatment without leaving their homes. Many of these people would have come to the hospital and had one injection and then gone home firmly believing that were cured completely by that one injection. Their belief in the miraculous and infallible results of an injection of their beloved " N.A.B.," as they call it, it quite pathetic, and hinders the medical work very considerably, as they invariably ask for an injection, no matter what sickness they have, and often go away disappointed if it is refused.

With reference to the introduction of venereal disease from the Gold Coast by workers, it is doubtful if much good is going to be done by the examination of such workers before their return, because they are not the chief offenders. These are the women who proceed to industrial districts with the intention of making money by the practice of prostitution, and if any good at all is going to be done it is these women who would have to be put under some restriction. A certain amount of good might be done

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by examining workers if some steps were taken afterwards to treat the cases discovered and prevent them spreading the infection, but it is difficult to see how this could be accomplished unless by a process of incarceration in segregation camps or hospitals. The case of the professional prostitutes is more difficult, as they are peripatetic and could only be controlled by the police. To do any good they would have to be enumerated, registered, and periodically examined, a process which amounts to the legalising of prostitution and would not be tolerated in a British Colony. Some good might be done if the chiefs of towns in Togoland reported the names of those women who have left home with the above-mentioned object. They are usually quite well known. These women might then be repatriated as undesirables. It is alleged that some natives of Togo, who originally went to the Gold Coast for a short visit, have settled there and built houses, in which they entertain these women, who, of course, are well known to them as townsfolk or even relations. The names of these people might be obtained here as they also seem to be well known locally. Those found suffering from venereal disease would also have to be isolated if much good was to result. In conclusion, it is unfortunately true that the Togoland people are by no means the injured innocents in this matter, as they try to pretend. Opportunities for infection are just as numerous to the east of the River Volta as to the west of it, and the cause of the heavy infection of venereal disease is simply the lax behaviour of the male part of the population. The women are treated as beasts of burden only, while the men are quite unmoral. If, instead of throwing the blame on their own women, or on the people of the Gold Coast, the men of this country paid greater attention to the dictates of morality, matters would soon improve.

(*b*) *Malaria.*—The next most important endemic disease here is malaria, and it seems as common now as in 1922, though this is to be expected in such an undeveloped country. Infection still seems to be general amongst the children, and the only exceptional point is the prevalence of Quartan parasites, which are seen here nearly as often as Subtertian. Quinine in solution is distributed free and in large quantities to all who apply for it, and chiefs are provided with quantities for distribution in their towns, while every opportunity is taken of teaching the people the value of prophylactic measures.

(*c*) *Helminthiasis.*—Helminthiasis is still common, a large proportion of the population harbouring intestinal parasites of some kind. Very few ill-effects are noticed as a rule, except, perhaps, with Ascaris and Ankylostomes, as a considerable amount of anaemia due to these is seen. Antihelminthis drugs are now administered to all patients who come to the hospital, no matter what was their original complaint, if their condition permits of it.

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(*d*) *Yaws.*—Yaws is the next most noticeable disease, and it is still very widespread. There is an increase in the numbers applying for treatment, but here again, as with syphilis, this is a result of the spread of the desire for modern treatment. All are treated with novarsenobenzol, and there is a marked diminution in the number of cases seen in the villages near the centres where the work has been carried on for some time, while those coming in now are more and more from the outlying parts of the district. The same difficulty is experienced as with syphilis in getting the patients to continue the treatment for a time. The patients, of course, are mostly children, and it entails a considerable amount of trouble and loss of working time on the part of the parents to bring them to hospital and keep them there for any length of time. The consequence is that one injection is usually all that can be given. However, the chance of cure with one injection is much greater with yaws than with syphilis, and there are several cases under observation here now which had one injection only in May, 1922, and have shown no relapse so far. In any case, the lessened infectivity is all to the good.

(*e*) *Sleeping Sickness.*—No case of sleeping sickness was seen during the year under discussion. This disease, though it does occur occasionally, would seem to be of very little importance in the district.

(*f*) *Leprosy.*—Leprosy is still met with in moderate numbers. As mentioned in previous reports, there is in no sense a heavy infection, but a few cases can be seen at most centres of population, so the total number of cases in the district must be fairly considerable. The patients are all isolated in huts beside their own villages, and efforts are made to treat them, the preparation used being "Moogrol," prepared by Messrs. Burroughs, Wellcome & Co. A few cases have shown improvement when the treatment has been continued for a sufficient time to have any effect, but it is impossible to visit the cases, scattered about as they are, and they will not come in regularly by themselves. The treatment, on account of the frequent injections necessary, could only be given properly at some centre where the patients can be kept together, and it is impossible to get them to stay long enough for any great benefit.

(*g*) *Dysentery.*—Dysentery occurs, both amoebic and bacilliary, but it is by no means common. This comparative freedom can be attributed to the good water supplies which the district enjoys as a rule. The country for the most part is hilly and there are many excellent streams, while some of the more fortunate towns have good springs near them.

(*h*) *Tubercular Disease.*—Tubercular disease is not common, though a few cases are seen every year. A noticeable point about it is that it is much more common in the northern parts of the district than elsewhere, the majority of the cases coming from the division of Wora-Wora, Borada and Tapa, with a few from

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Nkunya. The hilly nature of the country in these divisions makes them rainy and cold, and encourages the over-crowding so often seen amongst natives of the tropics, and which is so conducive to the spread of this disease.

Prostitution.

The conditions as regards prostitution show a gradual improvement. Though the profession still flourishes there is noticeable a distinct change in local public opinion on the subject, and a certain amount of obloquy now attaches to it. The people themselves, especially certain of the chiefs and influential natives, became alive to the danger of the position some years ago and have been taking measures to improve matters, especially in regard to the migration of local women to the industrial areas around for the purpose of amassing money by the practice of this profession. Much more good would be done if they could only be induced to strike at the root of the trouble, which is more likely the lasciviousness of the male portion of the population than any delinquency on the part of the female. There is almost no professional prostitution, properly so called, in the district itself for this very reason. However, much good work seems to have been done recently by missionaries and teachers with apparently some effect, and the Medical Officer has also lectured frequently on this subject from the point of view of public health, and that in the most uncompromising language. That the people seem really to show some signs of awakening is evidenced by the healthier public opinion amongst them, and further improvement is now only a matter of time aided by persistent efforts for their gradual education and enlightenment.

Infant Welfare.

A still more hopeful note can be sounded in this section of the Report, which deals with the Infant Welfare Centres started in the district in 1924. The conditions in this respect, as might be expected with an undeveloped people, are about as bad as they can be, but the response to the teaching attempted has been prompt and enthusiastic and gives hope of much improvement. It had been realised for some time, in spite of the want of statistics, that infant mortality is very high and it was felt that something should be done to improve matters. When the work was first started estimates of the mortality under one year were asked for from chiefs and some educated natives, and these estimates varied from 20 per cent. up to as much as 50 per cent. These figures are pure guesswork, of course, but they reveal a very bad state of affairs.

The causes of all this mortality are many and varied, but it is probable that the main ones are only three in number, viz.: wrong treatment of the mother and child at the time of birth; wrong treatment of the child afterwards in respect of feeding and dosage with medicines, and, to a smaller extent, venereal disease.

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As regards the first, the children seem to be born usually on the mud floor of the hut and no antiseptic precautions whatever taken. The results of this custom, as might be expected, are that many of the mothers die from sepsis afterwards, and many of the children also from infection of the cord. The danger of this is increased by the cord being cut with a septic knife, the umbilicus dressed with native medicine and covered with a septic cloth. The customs vary ; as, for instance, with some people who dress the umbilicus with salt, and others who will not cut the cord for three days, as they are afraid that it will " go in." In the face of customs of this kind it would appear rather sanguine to expect any sudden improvement, but a beginning has been made at the Infant Welfare Centres, and we have already seen some improvement, though, it must be admitted, principally amongst the more enlightened natives such as the village teachers. Most valuable assistance has been received from these village teachers.

The next cause is probably the most important, and results from the natives' inability to believe that the only thing the child usually needs is its mother's milk. From the day of its birth the poor infant's stomach is loaded with all sorts of nostrums in the way of vegetable infusions, and the third day, at most, it is fed on corn pap and other more indigestible foods. Not only is the infant fed with wrong foods, but it is forced to take large quantities It is quite a painful experience to come upon a mother feeding her child as the latter is held on the lap and its mother then holds her hand containing a quantity of corn pap against its lower lip so that its mouth is beneath the surface of the liquid, and it has either to swallow or drown. The " gargling " and " bubbling " noises one hears are quite alarming till one finds out that it is only a feeding process. It is little to be wondered at that all sorts of digestive troubles are common and result in chronic constipation, umbilical hernia, etc., while infantile convulsions are probably the most common cause of death amongst the children who survive the period immediately after birth. Here again the remedy is education in better ways of bringing up children. In order to attempt something to improve this state of affairs Infant Welfare Centres were started in connection with the village dispensaries at Kpando, Alavanyo, Bla, Atabu and Vegbe, and these have, on the whole, been the most pleasant part of the Medical Officer's work of the year. It took some time to get the people to understand what was the object of the movement, but once this was realised the response was immediate, and crowded meetings are now the rule at each visit. These meetings are usually held in each market place or in the street, and they generally consist of a lecture on some point of hygiene, then the weighing of the children on the list when small tickets with pictures are given to those who attend regularly. These tickets have a record of the weights reached each month by the child marked on them. Then a demonstration is given of some subject

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connected with the proper upbringing of children, *e.g.*, the milking of goats and the proper preparation of the milk for infant consumption. Much stress is put on this milking, as the use of fresh milk is quite unknown in these villages, and when the mothers are told not to give corn pap to their children they are at a loss for a substitute. Goats are numerous enough in the district, but their milk is never used, nor is any care ever taken of them, so they are under-sized from in-breeding The opportunity is taken of giving some instruction on the proper care of livestock, and especially on the improvement of goats for milking purposes by rational breeding, and intelligent natives are encouraged to buy better animals for breeding purposes. The process of milking is quite unknown amongst these people, so at the demonstrations one or two are taught how to do this. There is great hope of getting the people to adopt the use of goats' milk, as they already use tinned milk to a certain extent in the larger towns. There is a great difference in the way different towns have received this new teaching. Some have been frankly suspicious of ulterior motives, one person even suggesting that it was the thin end of the wedge of conscription. Fortunately, these are exceptions and the greater number have been quite enthusiastic, the best, perhaps, being the little village of Atabu, in the Gbi division, where, at the end of one of the lectures the chief made a speech of thanks for the new work which, he said, was something quite new to him, and begging the lecturer and demonstrator not to be discouraged if his people did not show much sign of interest or improvement at first as they were so wedded to their ancient customs. He either thought he knew his people too well or had had experience of that want of " continuity of effort " so characteristic of tropical Africa.

The people of Alavanyo division have also taken a keen interest in the movement as suggested by the following incident. To popularise the work it was proposed to hold a Baby Show and, when discussing this project, the Head Chief asked if the show was meant to bring the work to a close, because, if so, they would much rather have the meetings continued and the idea of a show dropped. It is intended to carry on this Infant Welfare work as it gives promise of improvement in a direction very much needed in the " bush."

181. *Amedjope.*—The presence of a qualified woman doctor on the staff of the mission, concentrating on Infant Welfare, has been a benefit to some outlying districts beyond the regular scope of Government Medical Officers. In her dispensary at Amedjope, and at many villages on tour she has, by individual treatment and general instruction, and by the circulation of appropriate literature among the more intelligent people, secured the confidence of the community, and she is now endeavouring to bring about a necessary improvement in the health conditions of mothers and children and to check the heavy infant mortality.

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The literature referred to includes a most valuable pamphlet on the care and up-bringing of children, which has been extensively used by the Government Medical Officers in the work of the Infant Welfare Centres mentioned in the Report.

Meteorology.

The weather conditions during the year have been fairly normal, except for a certain lateness that was noticeable all through. Farmers complained that the rains were late in starting in the early part of the year, and while the dry spell in August was normal the rainfall of October was more like that usually associated with September. Below are given a few statistics for the town of Ho for the year, as they may prove interesting :—

Month.	*Mean Temperature.*		*Relative Humidity.*	*Rainfall in inches.*
	Max.	*Min.*		
January	94·3	73·8	84·3	1·24
February	94·1	73·9	85·4	8·76
March	95·2	74·0	86·5	4·67
April	90·8	73·2	87·8	13·22
May	93·6	73·9	85·5	2·97
June	86·9	71·9	88·9	6·18
July	86·2	70·8	85·9	3·36
August	86·7	70·8	89·1	1·47
September	85·7	70·5	89·1	6·03
October	89·0	70·0	88·8	13·33
November	86·9	73·4	87·4	3·06
December	91·1	73·3	86·4	2·48

It will be seen that the climate was very equable throughout the year, the hottest months being January, February and March. These are also the driest months usually, and it will be seen that the rainfall is small then, and the humidity is also less.

The rainy season starts about April, and, accompanying the increased rainfall, there is then a drop in temperature and an increase in humidity. The rainy season usually continues till the end of September, with a gap about August which was well marked this year, but the rains continued into October, which proved exceptionally wet. The highest temperature for the year, 101 degrees Fahrenheit, was recorded on 26th January, and the lowest, 63 degrees, on 3rd March.

II.—Report from the Medical Officer stationed at Yendi.

182. (1) The endemic diseases which are responsible for the greatest morbidity in the territory are malaria, dysentery, yaws and leprosy. Dracontiasis prevails during the dry season.

(2) The only statistics available for the diseases mentioned in paragraph 1 are those concerning outpatients attending the dispensary. Although it would appear from outside information that dysentery is the cause of a considerable number of deaths (specially amongst children) in the district only one case turned up for treatment.

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Deaths and Births.

No information is available because deaths and births are not registered, and only two deaths occurred amongst the patients attending the dispensary during the period from 1st January to 30th September of the year; one died as a result of acute double pneumonia and the other of malaria, the former was 20 years old and the duration of the illness was two weeks, the latter was six years old and the duration was one week; these two patients were of the male sex. Judging from the information received from the inhabitants it would appear that the majority of the people die from malaria, pneumonia, yaws, leprosy or dysentery (children chiefly). An attempt has been made to estimate the birth- and death-rate per 1,000 of the population and it works out as follows:

Birth-rate, 58 per 1,000 of the population per annum.
Death-rate, 20 per 1,000 of the population per annum.

Measures for Collection of Vital Statistics.

The only measures in force for the collection of vital statistics are the Census returns.

Other information of epidemiological interest is available with special reference to the incidence of such diseases as sleeping sickness, etc. It is thought that if the latter disease exists it must be of very rare occurrence as no patient attending the dispensary was afflicted with it. No qualified native medical practitioners are employed in the district.

Endemiology.

The steps taken to cure venereal diseases have been as follows:—

(*a*) *Gonorrhoea.*—Irrigation as frequently as possible during the day with potassium permanganate solution, and the usual anti-gonorrhoeal drugs have been practised; in the latter stages drugs suitable for injection into the urethra are used if the disease fails to disappear as the result of treatment by the two above-mentioned remedies.

(*b*) *Syphilis.*—A course of novarsenobillon and the usual anti-syphilitic drugs are prescribed for oral and intramuscular administration and the ulcers are treated by the application of dressings suitable for the disease. Only cases of tertiary syphilis come for treatment. The senior boys of the junior trade school have been lectured to several times as regards recognition of venereal diseases, the importance of reporting sick immediately if they suspect that they are afflicted with them, the complications which occur if the diseases are not treated, and the probability of infecting their future wives and children. The Medical Officer inspected these boys once a week with a view to ascertaining whether they were afflicted with venereal disease or otherwise.

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The results of the foregoing treatment have been good. The number of cases of syphilis dealt with was 13 and the number of cases of gonorrhoea 14.

Malaria has been treated with quinine administered principally by the mouth, but intramuscular injections have been given whenever the Medical Officer considered that the signs and symptoms of the disease justified such treatment. No case was considered sufficiently grave to justify administering quinine by the intravenous route; the results have been good, but unfortunately the patients never attend for a sufficient length of time to be completely cured, and this applies to all other diseases; one rarely gets a chance of discharging a patient as cured. As far as that is concerned, the inhabitants of this district judge for themselves, despite the fact that all treatment is free of charge.

Yaws is treated by an intramuscular injection of novarsenobillon, and it is a peculiar fact that the less civilised the people are the more they appreciate this treatment. In fact, they sometimes turn up for injections before the eruptions have made their appearance, and there appears to be a belief amongst the Konkombas that this wonderful medicine can cure most diseases. Suitable dressings are applied to ulcers. Potassium iodide is also administered in the usual manner, and each patient suffering from yaws is advised to the effect that he must partake of this latter medicine for at least six months from the commencement of treatment. The results have been very good; sores rapidly disappear from the skin surface and huge ulcers heal up in a short time. A few patients who had suffered from the diseases for years, and had been attended by their own medicine men, were, on arrival, in a very emaciated condition as a result of this disease and quite unable to walk to and from the dispensary. There is a compound close to the dispensary where yaws patients who come from a distance can live.

Leprosy is treated by intramuscular injection of Ol.Chaulmoagrae at weekly intervals, and a feeling prevails among the lepers that they benefit from this treatment, inasmuch as it causes a disappearance of the body pains and fever; the patients also state that they feel much stronger after undergoing the treatment for two or three months than they felt previous thereto. Potassium iodide is also administered in the majority of cases by the mouth, and suitable dressings are applied to ulcers. There is an isolated compound where lepers who come from a distance can live if they choose to do so, and they receive a subsistence allowance of 4d. per diem each whilst residing there. These do a certain amount of work on a farm of their own in the neighbourhood of the compound and thus help to maintain themselves.

Dracontiasis is usually treated with large doses of antimony administered by the mouth daily for five days and with very good results. It is also a very popular form of treatment as it does not necessitate an operation of any sort. The drug has also been

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administered intravenously in certain cases. Four thousand seven hundred and eleven patients attended the dispensary during the period of this Report and, excluding the diseases already mentioned, the diseases which the people suffered from mostly were local injuries, ulcers, bronchial catarrh, conjunctivitis, craw-craw, scabies, pediculosis, and various forms of tinnea; all these diseases were treated with appropriate remedies and apparently with very good results, because other people suffering from these diseases present themselves in large numbers for treatment. The drugs supplied to the station are sufficient to treat all patients suffering from all diseases met with.

The stock of instruments is such as would permit of the ordinary operations, but patients requiring operations do not attend hospital as the inhabitants of the district regard with horror anything in the nature of an operation or even a general anaesthetic. Midwifery instruments are also available but no opportunity for using them occurred during the period from 1st January to 30th November, 1924. As regards diet, if patients came to the hospital as in-patients they could be supplied with food by their own people, and they would, in addition, receive at Government expense such medical comforts as tinned milk, Brand's essence of beef, Benger's Food, etc., and, if required in the treatment of the case, alcohol in one form or another, but the sick people of this district cannot be persuaded to stay and have an in-patient treatment.

Sanitation.

Four thousand people were successfully vaccinated during the year.

Latrines have been dug to a depth of 10 ft. in the proportion of one for every seven compounds; they are of the trench type, covered over with swish, in which there are six holes in each; they are also surrounded with zana mat walls and covered with grass roofs.

Disposal of Refuse.—Incinerators are used in which rubbish of all sorts is burnt during the dry season; during the rainy season it is buried.

Water Supply.—There are four deep wells in the station from which the inhabitants can receive a liberal supply of good drinking water. These wells are lined with masonry. There is also a stream in the neighbourhood from which the inhabitants can procure water at any season of the year.

Housing.—The houses are comfortable inasmuch as they are well thatched, provided with substantial walls, and are kept in a reasonably clean condition.

Prevention of the Breeding of Flies and Mosquitoes.—The compounds are frequently inspected by the Medical Officer and advice given to the owners as regards the necessity of destroying rubbish and stable yard manure, etc., since the latter breeds

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flies they are also instructed as to the manner in which flies can be a factor in producing diarrhoea and dysentery. The method of breeding of mosquitoes is also explained to the owners as well as the steps to be taken to prevent this, more especially in the water which is placed in receptacles to serve as drinking water for fowls. Parents are given instruction in the signs and symptoms of the various diseases which are caused by mosquito bites, and it is also pointed out to them that the less the number of mosquitoes in their compounds the less chance they and their families have of contracting disease. They are also given advice as regards the prevention of dysentery. enteric fever and guinea worm.

III.—Report by the Medical Officer stationed at Zuaragu, on the Kusasi Portion of the Northern Section.

183. During a visit to Buguri and Biankuri, in the Togoland portion of the Kusasi district, in October last, the Medical Officer had the opportunity of inspecting about a thousand natives as well as a few of their habitations, and has found that these natives, although still rather primitive, generally enjoy very good health: they seem to be well fed, and free to a great extent from deformities and disease. The above remarks apply not only to the Bimobas, but also to the Tangas, Fada Grumahs, Kusasi and members of other tribes. Most striking amongst the Bimobas was the state of health of the infants still at the breast; they obviously appeared much better-nourished than the infants of other tribes. The native dwellings are not very different from those built by other tribes and, with the exception of receptacles holding water with a few mosquito larvae, and an occasional pool of stagnant water, are fairly presentable This was, however, not found in two villages visited, namely: Buguri and Biankuri; the tribes inhabiting them being more backward with regard to cleanliness than other tribes in the Northern Section. Amongst the thousand natives medically examined the following diseases were diagnosed:—

(*a*) Acute conjunctivitis	3 cases	(amongst the Bimobas).
(*b*) Influenza	5 „	(2 Bimobas and 3 Tangas).
(*c*) Malaria	2 „	(1 Tanga and 1 Kusasi).
(*d*) Ulcers (presumably yaws).	6 „	(2 Tangas and 4 Bimobas).
(*e*) Keloid	1 case	(Tanga).

LAND TENURE.

184. The prevailing form of land tenure is that of a native system which is essentially communistic in effect and therefore operates to make accessible to all and sundry the use of the soil for the raising of food crops. The soil to the native mind is the

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gift of the gods for the production of man's sustenance, and no man may, therefore, be prevented from its rightful use. This is the philosophy of the communal claim to the use of the soil in those agricultural divisions which have not yet felt the influence of the cocoa industry which demands more permanent tenure of land and exclusive ownership.

185. The lands belonging to the Native State are those attached to the stool of the ruling chief. and may be sold to defray stool debts, though recourse is rarely, if ever, had to such means.

186. There is no written law by which the native system of land tenure is legally recognised, but long usage has given it legal force and established it as a firm precedent.

187. The Forests Ordinance of the Gold Coast (Chapter 95 of the Laws of the Colony), which deals with the establishment of Forest Reserves and their conservation and management, and regulates the dealing with forest produce has not yet been made applicable to the British Sphere. There would, however, appear to be as yet no danger of forest denudation.

188. There are no measures for the registration of landed property, but the registration of instruments affecting land is provided for by Chapter 90 of the Laws of the Gold Coast Colony

189. The acquisition of land for public service is regulated by the Public Lands Ordinance (Chapter 85 of the Laws of the Colony).

190. The alienation of land is subject to the approval of the Administration, and all contracts are signed before the Political Officers, on whom is imposed the duty of seeing that fair contracts are made.

MORAL, SOCIAL AND MATERIAL WELFARE OF THE PEOPLE.

191. The customs and rights of the people have been fully recognised with the exception, of course, of those customs repugnant to the ethics of a civilised community. The inhabitants participate in all public services whenever possible.

192. The provisions of the Towns and Health Ordinance, Chapter 65 of the Laws of the Gold Coast, was applied to the townships of Ho and Kpando during the year. This Ordinance defines the town boundaries, regulates the construction of streets and buildings, the removal of dangerous buildings, the naming of streets and numbering of houses, abatement of fires and nuisances, regulates the conduct of slaughterhouses and markets, and the control of infectious diseases and the licensing of dogs.

193. A Public Health Committee organised during 1923, which consists of the District Commissioner, the Medical Officer, the senior Officer of the Public Works Department, the local

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Head Chief, and two influential Africans, has met monthly, and its reports containing recommendations for sanitary improvements have been forwarded to the Provincial Health Board at Koforidua.

194. A local Welfare Committee was organised at Ho during the year and consisted of the District Commissioner as president, and a number of African officials and local merchants. This Committee assembled, when convenient, for the purpose of discussing local affairs and requirements.

195. A Literary Society was opened during the year at Ho by the African staff, and local gentlemen have been invited to become members. The society is formed for the purpose of obtaining a wider literary knowledge.

196. The Boy Scout movement, of which mention was made in paragraph 144 of the last year's Report, was held in abeyance during the year at Ho, owing to the lack of experienced Scoutmasters. It has been arranged for Political Officers during their leave to attend a course of instruction in England, so as to enable them to place the movement in the future on a sound basis.

Ho Agricultural Show.

197. The Second Annual Agricultural Show, organised by local residents in Ho, was held on the 9th January, 1924, with the object of stimulating more interest in the agriculture of the district—an industry here of varied aspects, which had previously been rather neglected The attendance was estimated at 5,000, including the local officials, the head chiefs (who appeared in state regalia with large and enthusiastic followings), numerous local bands and a guard of honour furnished by the Togoland police.

198. The exhibits, in which the British Togoland, Keta, and Trans-Volta districts competed, reached the large number of 1,600. An encouraging feature was the improvement in many sections upon the quality of last year's exhibits, from which it appears that the people are beginning to realise the object of holding these shows, and that they are of real educative value.

199. The outstanding class in the show was cotton, which comprised over 150 exhibits and was pronounced by the judges to be of outstanding merit. The class in cocoa pods was interesting as showing how a lesson can be learned, for whereas last year all exhibits showed signs of insect attack, this year practically all were sound. There were many exhibits of palm oil and kernels, and the latter especially were of very good quality.

200. The foodstuffs section showed a wide range, the outstanding classes being the yams and native beans, which showed varieties of great merit. The native manufactures section was

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well patronised—a considerable amount of weaving and pottery work being carried on in the district. In the livestock section, evidence of the gradual acquiring of the " show spirit " was seen —several exhibits being " got up " for the occasion and a special prize was awarded for an exhibit of poultry carefully fenced and tended.

Veterinary Department.

201. The Veterinary Department of the Northern Territories of the Gold Coast, operating in the Northern Section of the British Sphere was reported on as follows for the year under review :—

Animal Husbandry.

The general type of cattle in the Mandated Area is the taurine type of cattle, but in the Northern Section many crosses occur with the zebu type. The cattle in the far north are better than those seen in the south, probably owing to environment conditions and more lime being obtainable in their food and water.

There has been a general increase in stock over the Census figures and particularly so in the Northern Section, where a third Census of cattle was undertaken in order to verify the correctness of the figures.

Comparative Census of Stock.

	Cattle.		*Sheep & Goats.*		*Horses.*		*Donkeys.*	
	1921	1924	1921	1924	1921	1924	1921	1924
Kusasi Mandated Area.	1,581	3,986	6,800	7,592	190	217	161	219
Southern Mamprusi Mandated Area.	478	517	2,385	2,385*	8	12	14	14*
Eastern Dagomba.	11,161	11,654	19,986	19,986*	626	626*	48	48*
Total ...	13,220	16,157	29,171	29,963	824	855	223	281

* This denotes that the Census in 1924 was not taken, and the figures used are the figures of 1921, which is a low estimate as stock are expected to have increased owing to Regulations under Ordinance prohibiting the sale and killing of female stock.

The majority of the cattle in the Northern Section are herded by Fulanis and penned in thorn *zerebas;* these *zerebas* are moved from time to time. In the other regions of the Mandated Territory they are generally herded by the sons of the stock breeders.

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Sheep.—The sheep bred are of the hair type and small. The breed is degenerating through too much inter-breeding, bad management, and through being crossed with the goat. Attention has been given to the subject and Regulations have been made under Ordinance for prohibiting the killing and sale of female sheep (ewes). In certain localities good native rams have been introduced.

Poultry.—A number of pure-bred English poultry have been distributed in the Northern Section and in Eastern Dagomba for the improvement of the native poultry.

Tours of Inspection.

A Veterinary Officer visits the Northern Section of the Mandated Sphere once a quarter, and the Veterinary Assistant stationed in the Bawku district visits these areas once a month. Active propaganda was carried on in this area encouraging the people to breed more stock. Lectures in simple language on the prevention and care of the sick, hygiene, and zootechnics were given by the Veterinary Officer and Veterinary Assistant. These lectures were popular and were well attended. Demonstrations in handling and castrations of weedy males were also carried out before the people, so that they could compare our methods with their own. One hundred and seventeen young weedy bulls were castrated during the year under review.

In the Eastern Dagomba area, owing to shortage of staff, no official of the Department was able to carry out a tour of inspection. No sickness of stock was reported from this area.

Quarantine Stations.

Three main cattle-routes pass through the Mandated Territory. Quarantine stations for stock are situated on two of these routes, namely :—

(*a*) At Pusiga in the Northern Section on the Fada'n Gruma-Bawku road, and

(*b*) At Kudani in eastern Dagomba on the Sansane-Mangu-Yendi road.

There is no quarantine station on the Bassari-Kratchi route as the number of stock in the area through which this route passes does not warrant the expense of building and working such a station there.

Nine days' quarantine is imposed on all cattle coming from French Territories, and one day for all other stock. The imposition of quarantine is for the checking of the introduction and spread of contagious and infectious disease of animals.

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Diseases of Animals.

In the class of minor diseases, 72 clinical cases were treated, principally myiasis, deformed feet, and foot rot. Among the major diseases there have been five outbreaks of cattle plague, one of anthrax and one of lung plague, besides which a number of sheep have died from wire-worm (*Haemonchus contortus*).

Protective inoculation with anti-cattle plague serum was practised on cattle against cattle plague. 179 cattle were inoculated by the serovaccine method and 1,117 cattle were inoculated by the serum-alone method in the areas affected with cattle plague.

Trade.

Customs Preventive Service.

202. The primary object of this force is the protection of Revenue and the fostering of trade. Although the members are armed with a carbine of the Lee-Enfield pattern, it cannot be termed an armed force from a military point of view as the carbines are issued for self-protection. The service performs duties for the Gold Coast as well as for the British Sphere.

203. The authorised strength is as follows :—

3 European Civil Officers (Collectors of Customs),
2 First Class Superintendents,
5 Second Class Superintendents,
18 Third Class Superintendents,
7 Sergeants,
12 Corporals,
31 First Class Constables and,
59 Second Class Constables,
total strength 137.

204. The force is divided into three sections :—

(i) The Northern Section, which consists of the following stations :—
Siari, Dadiase, Pampawe, Kadjebi (Headquarters), Borada, and Baglo.

(ii) The Central Section, with the following stations :—
Apegame, Wati, Leklebi-Dafo, (Headquarters), Ashanti, Honuta, and British Nyive.

(iii) The Southern Section, with the following stations :—
Kpetoe and Sope.

205. Recruiting is voluntary, preference being given to Reservists of the Gold Coast Regiment and to members of tribes in the Northern Territories.

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Trade Statistics.

206. In order to expedite the Report in time for submission by the prescribed date, the trade statistics are quoted for the Financial Year 1923–24, and the six months April to September, 1924 :—

Exports.

Article.	*Financial year 1923–24.*				*Six months. April to September, 1924.*			
	Quantity.	*Value.*			*Quantity.*	*Value.*		
	Tons.	£	*s.*	*d.*	*Tons.*	£	*s.*	*d.*
Cotton (raw)...	179	5,020	19	1	50	1,388	12	0
Cocoa ...	3,542	99,588	2	4	617	15,346	5	10
Kola	36	1,357	5	5	36	1,327	15	9
Palm kernels	531	6,166	8	1	129	3,374	18	1
	Gals.				*Gals.*			
Palm oil ...	40,954	3,098	1	0	39,805	2,972	0	6
Total value ...	—	£115,230	15	11	—	£24,409	12	2

Imports.

Article.	*Value.* *Financial year 1923–1924.*			*Value.* *Six months. April–September, 1924.*		
	£	*s.*	*d.*	£	*s.*	*d.*
Cotton piece goods	5,630	18	9	1,123	0	8
Tobacco...	2,916	17	9	1,356	12	6
Cigarettes	305	8	10	179	9	4
Hardware and cutlery	1,417	17	9	921	4	4
Wearing apparel	4,744	7	7	1,299	11	2
Other articles of European manufacture...	3,275	19	1	608	3	4
Provisions	561	7	2	456	9	6
Kerosene	1,455	5	6	750	15	9
Salt	2,493	4	4	1,196	16	1
Total	£22,801	6	9	£7,892	2	8

207. *Exports.*—A quantity of cocoa, which is mainly exported into the French Sphere, is grown in the vicinity of Tchito, Anyirawase, Bame, and Kpeve in the Gold Coast, and this enters the British Sphere on account of the close proximity of the French railway at Palime to which it is conveyed by motor lorry.

208. *Imports.*—The whole of the imports mentioned in the above schedule cross the frontier from the French into the British Sphere.

209. Trade has greatly improved during the past twelve months, and this is evidenced by the increased quantity of goods entering the local markets and the influx of people.

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GENERAL INTERNATIONAL CONVENTIONS.

210. All the Gold Coast Ordinances have been applied to the British Sphere of Togoland with the sole exception of the Native Jurisdiction Ordinance, and excepting the proclamations given in the appendix to the First Schedule of the British Sphere of Togoland Administration Ordinance, 1924—Appendix A to this Report—all Togoland proclamations have been revoked as from the 1st April, 1924.

211. The following International Conventions have been applied to the British Sphere;—

(*a*) The Berne Convention of 26th September, 1906, for the suppression of night work for women. The provisions of this Convention have been incorporated in the Regulation of Employment Ordinance of the Gold Coast Colony, No. 11, of 1921, which Ordinance applies to the British Sphere of Togoland.

(*b*) The Berne Convention of 26th September, 1906, concerning the prohibition of the use of white phosphorus in the manufacture of matches. This Convention was applied to the British Mandated Sphere by the Ordinance entitled " The White Phosphorus Matches Prohibition Ordinance " of the 11th July, 1911 (Chapter 145 of the Laws of the Gold Coast Colony).

(*c*) Conventions of 18th May, 1904, and 4th May, 1910, regarding the suppression of White Slave Traffic. The objects of this Convention are regulated by the provisions of Section 433 of the Criminal Code (Chapter 16).

(*d*) Convention of 4th May, 1910, regarding the suppression of obscene publications. Section 432 of the Criminal Code deals with this matter.

(*e*) The Opium Convention, signed at The Hague on 23rd January, 1912, and brought into force by Article 295 of the Treaty of Peace with Germany, has been applied by the " Opium Ordinance " of the Gold Coast Colony (Chapter 60).

(*f*) The General Act of the Brussels Anti-Slavery Conference of 1890, brought into force by Ordinances entitled " The Slave Dealing Abolition Ordinance " (Chapter 5) and " The Gold Coast Emancipation Ordinance " (Chapter 6) of the Gold Coast have been applied to the Mandated Sphere.

(*g*) The Convention for the control of the trade in spirits (Convention of Brussels of 3rd November, 1906, and the Liquor Traffic Convention signed at Saint-Germain-en-Laye, on the 10th September, 1919, are

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embodied in the Second Spirituous Liquors Ordinance, 1920, of the Gold Coast. This Ordinance applies to the British Sphere.

(*h*) The Convention for the control of the traffic in arms and ammunition in Africa, signed at Saint-Germain-en-Laye, on the 10th September, 1919, was brought into force in the British Sphere by the application thereto of the Arms and Ammunition Ordinance, No. 23, of 1921, of the Gold Coast Colony, and No. 8, of 1921, of the Northern Territories of the Gold Coast.

(*i*) The international arrangements relating to extradition of persons charged with extraditable offences have been brought into force in the British Sphere by the "British Sphere of Togoland Ordinance, No. 2, of 1924, entitled "The Fugitive Criminals Surrender Ordinance, 1924."

DEMOGRAPHIC STATISTICS.

212. The information required under this head has been dealt with under the various heads of the Report.

213. Legal Marriage is licensed under the Marriage Ordinance of the Gold Coast (Chapter 71 of the Laws of the Colony).

214. No figures are available regarding births and deaths, but the Sanitary Department has continued to keep record of those reported, more or less for the detection of the presence of any unusual occurrence.

215. No control is exercised on emigration and immigration and no statistics are available. As stated in the previous year's Report, emigration to the Gold Coast during the cocoa season has continued to be active, and residence there is for the duration of the cocoa season only.

PUBLIC FINANCES.

216. The fiscal resources of the British Sphere are inadequate to meet the cost of the policy of progress of the people and development of the country applied by the Mandatory Power to its own colonies and, accordingly, the balance of the funds required for the British Sphere are supplied by the Gold Coast, on whose finances the British Sphere thus forms a charge The financial statement given in Appendix D shows the approximate extent to which the Territory is financially dependent on the Gold Coast.

217. There is no independent budget system, and the financial administration of the Territory is subject to the provisions made in the Gold Coast Estimates.

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218. Taxation is mainly indirect, and direct taxation, as represented by the following licence fees, is subject to fixed rates :—

(i) Firearms and ammunition :—

Flintlock and cap gun 2s. 6d. for every five years.
Shot guns and air guns 2s. 6d. a year.

(ii) Public letter writer :—

10s. a year.

(iii) Motor cars :—

	A Year.
For every motor cycle	1 0 0
For every motor car not exceeding 13 cwt. net weight constructed solely for carrying passengers	2 2 0
For every motor car not falling under one of the above descriptions	6 6 0
Carriages :—	
For every half ton of net weight or fractional part thereof	1 0 0

(iv) Dogs :—

2s. 6d. a year.

(v) Spirit Licences :—

See paragraph 126.

219. British West African alloy and nickel coins as well as British West African currency notes are the recognised medium of currency. The alloy coins are the 2s., 1s., 6d., and 3d. pieces; the nickel are pennies, half-pennies and one-tenth pennies, while the currency notes are of the value of 20s., 10s., 2s., and 1s. All these are accepted at their face value, and the requirements of the Territory are regulated by the West African Currency Board.

220. There are no banks operating in the British Sphere, but facilities for cash remittances are provided by the Treasury and Post Office, the latter department possessing a Savings Bank, under the control of the Gold Coast Government.

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APPENDIX A.

BRITISH SPHERE OF TOGOLAND.

Ordinance.

No. 1 of 1924.

AN ORDINANCE to make further provision for the administration of the British Sphere of Togoland.

[1st April, 1924.]

WHEREAS by the Order of His Majesty the King in Council bearing date the 11th day of October, 1923, and entitled "The British Sphere of Togoland Order in Council, 1923"* provision has been made for the Government of the British Sphere of Togoland:

AND WHEREAS by Articles V and VI of the said Royal Order in Council the Governor of the Gold Coast Colony is empowered to make by Ordinance all such provision as may from time to time be necessary for the administration of justice, the raising of revenue and generally for the peace, order, and good government of the Northern and Southern Sections respectively of the said British Sphere, as also for the other matters in the said Articles specified:

AND WHEREAS it is now expedient by Ordinance to make further provision for the administration of the Government of the said British Sphere of Togoland:

BE IT THEREFORE ENACTED by the Governor of the Gold Coast with respect to the British Sphere of Togoland, as follows:—

Short title and commencement of Ordinance.

1. This Ordinance may be cited as "The British Sphere of Togoland Administration Ordinance, 1924," and shall come into force on the first day of April, 1924.

Application of Ordinance.

2. This Ordinance shall, except where the context otherwise requires, apply to the whole British Sphere.

Interpretation.

3. In this Ordinance, unless the context otherwise requires—

"British Sphere" means the British Sphere of Togoland.

"Chief Commissioner" means the Chief Commissioner of the Protectorate."

"Colony" means the Gold Coast Colony.

"Governor" means the Governor of the Gold Coast Colony.

"Northern Section" means the Northern Section of the British Sphere.

"Protectorate" means the British Protectorate of the Northern Territories of the Gold Coast.

"Southern Section" means the Southern Section of the British Sphere.

Provision with respect to the construction of laws in the British Sphere.

4. (1) In its application to the Northern Section the law for the time being in force in that Protectorate shall be construed subject to such verbal alterations and modifications (not substantially affecting the main purport thereof) as may be necessary to render the same conveniently applicable in the said Section.

(2) In its application to the Southern Section the law for the time being in force in the Colony shall be construed subject to such verbal alterations and modifications (not substantially affecting the main purport

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* *Vide* Gold Coast "Gazette" No. 4 of 1924, at pages 54 *et seqq.*

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thereof) as may be necessary to render the same conveniently applicable in the said Section, and in particular subject to the following modifications :—

(*a*) Wherever the expression "Governor in Council" occurs in or under any law for the time being in force in the Colony, the expression "Governor" shall be substituted therefor.

(*b*) Wherever the expression "Order in Council" occurs in or under any law for the time being in force in the Colony, the expression "Order" shall be substituted therefor; and

(*c*) Wherever any law for the time being in force in the Colony contains a reference to the Legislative Council, it shall have effect as if it contained no such reference to the Legislative Council.

(3) (*a*) In the case of any laws relating to the transfer of land which are in force in any part of the British Sphere under the terms of Article V or Article VI of the British Sphere of Togoland Order in Council, 1923, the provisions of any such laws shall be construed together with and subject to the provisions of paragraph 2 of Article 5 of the British Mandate for Togoland* ; which paragraph is in the following terms :—

"No native land may be transferred, except between natives, without the previous consent of the public authorities, and no real rights over native land in favour of non-natives may be created except with the same consent."

(*b*) In the interpretation of the said paragraph the expression "natives" shall be construed as referring to natives of the British Sphere; and the expression "public authorities" shall be construed as referring to the District Commissioner.

Division of Northern and Southern Sections into districts. Northern Territories, No. 1 of 1902.

5. (1) Until the Governor shall have otherwise ordered under section 3 of the Northern Territories Administration Ordinance, 1902, of the Protectorate, as applied to the Northern Section, the Northern Section shall be divided into the following districts :—

(*a*) The Northern Mamprussi District (Togoland portion of);

(*b*) The Kusassi District (Togoland portion of);

(*c*) The Southern Mamprussi District (Togoland portion of);

(*d*) The Eastern Gonja District (Togoland portion of);

(*e*) The Eastern Dagomba District; and

(*f*) The Kratchi District.

Gold Coast Colony, Cap. 7.

(2) Until the Governor shall have otherwise ordered under section 21 of the Supreme Court Ordinance of the Colony, as applied to the Southern Section, the Southern Section shall form one district, to be called the Ho district.

Administration of Northern and Southern Sections.

6. (1) Until otherwise by Order of the Governor ordered, the Northern Mamprussi District (Togoland portion of), the Kusassi District (Togoland portion of), and the Southern Mamprussi District (Togoland portion of) shall be administered and treated as if such Districts formed part of the Northern Province of the Protectorate and the Eastern Gonja District (Togoland portion of), the Eastern Dagomba District, and the Kratchi District, shall be administered and treated as if such Districts formed part of the Southern Province of the Protectorate.

(2) The Southern Section shall be administered and treated as if it formed part of the Eastern Province of the Colony.

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* *Vide* Gold Coast "Gazette" No. 4 of 1924, at pages 54 *et seqq*.

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(3) Except in cases in respect of which it is otherwise provided and except in cases in respect of which the operation of this subsection is by the necessary or presumed intendment of law excluded—

(*a*) any statutory facilities, powers, rights, or privileges, which are available or which have effect in the Protectorate by virtue of any licence, grant, permit, authorisation, registration, or by virtue of any impressment or affixture of seals or stamps, or by virtue of any like instrument or act, issued, granted, or done under the provisions of any law for the time being in force in the Protectorate and in the Northern Section, shall (subject always to any necessary or prescribed limitations or modifications) be available or have the like effect in the Northern Section as for the time being they are or have in the Protectorate ; and

(*b*) any statutory facilities, powers, rights, or privileges, which are available or which have effect in the Eastern Province of the Colony by virtue of any licence, grant, permit, authorisation, registration, or by virtue of any impressment or affixture of seals or stamps, or by virtue of any like instrument or act issued, granted, or done under the provisions of any law for the time being in force in the Eastern Province of the Colony, and in the Southern Section, shall (subject always to any necessary or prescribed limitations or modifications) be available or have the like effect in the Southern Section as for the time being they are or have in the Eastern Province of the Colony.

Provision with respect to continuance of certain causes and matters.

7. Any civil or criminal cause or matter which shall at the close of the day immediately preceding that of the commencement of this Ordinance be pending in the Court of Senior Political Officer or in the Court of the District Political Officer may in every respect be continued, determined and concluded, in the Court which shall be appropriate to such cause or matter after the commencement of this Ordinance. And every judgment, order, or sentence, in any such cause or matter may be enforced in the same manner in or by such last-mentioned Court as if it were a judgment, order, or sentence in a cause or matter originally instituted in such Court.

Extended jurisdiction conferred on the District Commissioner's Court in certain cases, with respect to the Southern Section.

Gold Coast Colony, Cap. 28.

8. (1) With respect to the Southern Section, the District Commissioner's Court, until otherwise provided under section 20 of the District Commissioners Ordinance of the Colony, shall have and may exercise a like jurisdiction to that for the time being vested in the District Commissioner of the Quittah-Addah District of the Colony when sitting at Quittah. Provided that in criminal cases the said Court shall have power to impose a sentence of imprisonment with or without hard labour for a term not exceeding one year, and a fine not exceeding one hundred pounds, in cases where such sentence or sentences is or are otherwise lawful.

(2) The District Commissioner's Court, when formed by the Provincial Commissioner or Deputy Provincial Commissioner of the Eastern Province of the Colony, shall have and may exercise with respect to the Southern Section full jurisdiction to hear and determine summarily cases of the following offences (including attempts and conspiracies to commit the same, and abetments thereof) :—

(*a*) All offences under sections 173 and 174 of the Criminal Code ; Gold Coast Colony Cap. 16.

(*b*) Manslaughter by negligence, under section 228 of the Criminal Code, in cases where in the opinion of the said Court the offence is one which can adequately be dealt with by a sentence of imprisonment with or without hard labour for a term not exceeding two years. Gold Coast Colony Cap. 16.

Provision with respect to native tribunals in the British Sphere.

9. (1) Native tribunals in the British Sphere may exercise the jurisdiction exercised by them immediately prior to the commencement of this Ordinance, and in like manner to that in which such jurisdiction was at that time exercised.

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Proviso. Provided that—

(*a*) A native tribunal shall not have jurisdiction to hear any case where any of the parties concerned is not a native of the British Sphere;

(*b*) A native tribunal shall not have jurisdiction in any class of case which the Governor may by an Order under his hand declare to be without the jurisdiction of a native tribunal; and any such Order may be general, or may be confined in its application to any particular native tribunal specified in such Order; and

(*c*) No native tribunal shall enforce any judgment or order by any barbarous or inhuman method or in any manner repugnant to natural justice; nor shall any native tribunal impose as a penalty any pecuniary fine exceeding in amount two pounds.

(2) It shall be lawful for the Chief Commissioner or any other Commissioner with respect to the Northern Section, and for the Provincial Commissioner or District Commissioner with respect to the Southern Section, at his discretion or carry out a lawful sentence or enforce a lawful judgment or order of a native tribunal.

(3) With respect to the Northern Section, it shall be lawful for the Chief Commissioner or any other Commissioner to stop the hearing of any case before a native tribunal, and to refer the parties to the appropriate British Court; and a similar power is hereby vested in the Provincial Commissioner and also in the District Commissioner with respect to the Southern Section.

(4) Any party who feels aggrieved by any decision of a native tribunal may appeal to the District Commissioner's Court. With respect to the Northern Section, such appeals shall be governed by any rules under section 25 (1) of the Northern Territories Administration Ordinance, 1902, which for the time being may be in force with respect to the Northern Section; and, with respect to the Southern Section, such appeals shall be governed by any rules made by the Chief Justice of the Supreme Court of the Colony in that behalf and for the time being in force. And the said Chief Justice is hereby empowered to make such rules.

Northern Territories. No. 1 of 1902.

Provision with respect to importation and exportation.

10. Save as may otherwise in any particular regard by law be provided, and save also where the context shall necessarily otherwise require, for Customs purposes generally in the British Sphere, as also with respect to all matters relating to the importation or exportation of articles and animals, references in the Customs laws or in any other law to importation or exportation or to their cognate terms shall be construed as excluding all references—

(*a*) to direct importation into the Northern Section from the Protectorate, Ashanti, or from the Southern Section;

(*b*) to direct importation into the Southern Section from the Colony, Ashanti, or from the Northern Section;

(*c*) to direct exportation from the Northern Section into the Protectorate, Ashanti, or into the Southern Section; and

(*d*) to direct exportation from the Southern Section into the Colony, Ashanti, or into the Northern Section.

Revocation of existing Proclamations.

11. (1) Save as provided in the First Schedule hereto, all Proclamations issued with respect to the British Sphere or with respect to any part thereof by the Governor or by the Officer for the time being commanding the British Forces in Togoland which shall be in force on the day immediately preceding that of the commencement of this Ordinance shall as from and after that day be and stand revoked.

Gold Coast Colony, Cap. 2.

(2) The provisions of section 6 of the Interpretation Ordinance of the Colony shall apply to the provisions of subsection (1) of this section as if the proclamations revoked thereby were Ordinances of Colony repealed by an Ordinance of the Colony.

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12. The provisions set forth in the First and Second Schedules hereto shall have the force of law as if enacted in the body of this Ordinance. Provisions of First and Second Schedules to have the force of law.

13. The Ordinances of the Colony specified in the Third Schedule hereto are hereby excluded from application to the Southern Section. Exclusion of certain Ordinances of the Colony from application to the Southern Section.

FIRST SCHEDULE (*Section* 11).

1. Notwithstanding the provisions of section 11 of the British Sphere of Togoland Administration Ordinance, 1924, the undermentioned Proclamations shall with any necessary consequential modifications be and remain in force in and throughout the British Sphere, and (construed together) shall have the force of law. Provided that in particular, as respects the first-mentioned of such Proclamations, the powers conferred on the Officer Commanding the British Forces shall be vested in the Governor; and that references in any of such Proclamations to the Court of the Senior Political Officer shall be construed as references to the Supreme Court. Certain Proclamations continued in force in the British Sphere.

(1) The German firms Closure and Liquidation (Togoland) Proclamation which was issued at Lome on the 29th January, 1916, by the Officer Commanding the British Forces in Togoland; German firms closure and liquidation.

(2) The Proclamation, numbered as No. 25 of 1920, which was issued at Accra by the Governor on the 2nd November, 1920; Vesting of enemy property in Controlling Officer.

(3) The Enemy Property Control and Disposal Proclamation, 1922 (Togoland Proclamation, No. 13 of 1922), which was issued at Accra by the Governor on the 28th July, 1922; Enemy Property Control and Disposal.

(4) The Enemy Property Control and Disposal (No. 2) Proclamation, 1922 (Togoland Proclamation, No. 16 of 1922), which was issued at Accra by the Governor on the 22nd December, 1922; and Enemy Property Control and Disposal; further provisions respecting.

(5) The Enemy Property Control and Disposal Proclamation, 1924 (Togoland Proclamation, No. 1 of 1924), which was issued at Accra by the Governor on the 22nd day of January, 1924. Amending Togoland Proclamation, No. 13 of 1922.

2. An authentic reproduction of the above proclamations is exhibited in the Appendix to this Ordinance.

SECOND SCHEDULE (*Section* 12).

1. Until otherwise by Order of the Governor ordered, the exchange value of the German silver mark shall for all purposes be reckoned as sixpence. Exchange value of the silver mark in the British Sphere.

2. The Detention of Kobina Esubonten, Jasiwahene, Coomassie, in the Ho District during His Majesty's pleasure shall continue to be lawful as heretofore; and all public officers shall have power to take all such necessary action and to do all such necessary things as the due execution of the Order of the Governor made with respect to the said Kobina Esubonten on the 12th July, 1922 (Ashanti Order by the Governor, No. 4 of 1922), or of any other lawful Order made in that behalf, may reasonably require. Detention in the British Sphere of Kobina Esubonten, Jasiwahene, Coomassie.

3. The Collectors of Customs for the time being in charge of Preventive Service Stations in the British Sphere shall have and may exercise within the appropriate territorial areas the jurisdiction and powers of a District Commissioner for the purposes of causes and matters arising under the following Ordinances:— Power to Collectors of Customs to exercise certain magisterial powers in the British Sphere.

(*a*) The Customs Ordinance, 1923, of the Colony. Gold Coast Colony No. 8, of 1923.

(*b*) The Arms and Ammunition Ordinance, 1921, of the Colony. Gold Coast, Colony, No. 23 of 1921.

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Gold Coast Colony, No. 31 of 1920.

(*c*) The Second Spirituous Liquors Ordinance, 1920, of the Colony.

Northern Territories, No. 1 of 1902.

(*d*) The provisions of the Northern Territories Administration Ordinance, 1902, of the Protectorate relating to the Customs.

Northern Territories, No. 8 of 1921.

(*e*) The Arms and Ammunition Ordinance, 1921, of the Protectorate.

Gold Coast Colony, No. 31 of 1920.

(*f*) The Second Spirituous Liquors Ordinance, 1920, of the Colony, as applied to the Protectorate.

Provided that it shall be lawful for the Governor, as he shall think fit, by an Order under his hand to amend or revoke this provision, and to substitute some other provision therefor.

Arms and Ammunition.

4. Until otherwise by due authority provided—

Prescribed places of entry. Gold Coast Colony, No. 23 of 1921. Northern Territories, No. 8 of 1921.

(*a*) Ho, Kete-Kratchi, and Yendi shall be prescribed places of entry for the purposes of section 8 of the Arms and Ammunition Ordinance, 1921, of the Colony, and of section 7 of the Arms and Ammunition Ordinance, 1921, of the Protectorate, as the case may be.

Prescribed public warehouses. Northern Territories, No. 8 of 1921.

(*b*) The Government magazines at Kete-Kratchi and at Yendi shall be prescribed public warehouses for the purposes of section 2 of the Arms and Ammunition Ordinance, 1921, of the Protectorate.

Gold Coast Colony Cap. 71.

5. Until otherwise by due authority provided, the following provisions shall operate for the purposes of the Marriage Ordinance of the Colony, or of the said Ordinance as applied to the Protectorate, as the case may be.

Gold Coast Colony, Cap. 71.

(*a*) The districts for the time being administered as if they formed part of the Northern Province of the Protectorate shall be treated as if they formed part of the Northern Marriage District of the Protectorate; and the districts for the time being administered as if they formed part of the Southern Province of the Protectorate shall be treated as if they formed part of the Southern Marriage District of the Protectorate. (Section 3 of the Marriage Ordinance).

Gold Coast Colony, Cap. 71.

(*b*) The Southern Section shall form one marriage district, to be called the Ho Marriage District. (Section 3 of the Marriage Ordinance.)

Gold Coast Colony, Cap. 71.

(*c*) The District Commissioner for the time being of the Ho District and the Commissioner for the time being stationed at Kpando, shall be the Registrar of Marriages and the Deputy Registrar of Marriages respectively for the Ho Marriage District. (Section 4 of the Marriage Ordinance.)

Gold Coast Colony, Cap. 71.

(*d*) The offices of the Registrars of Marriages shall be at the offices of the officers concerned at their headquarters. (Section 5 of the Marriage Ordinance.)

Gold Coast Colony, Cap. 71.

(*e*) The following ministers of religion shall be Marriage Officers for the Ho Marriage District. (Section 6 of the Marriage Ordinance):—

(i) The Roman Catholic Priest in Charge of the Ho District having his residence at Kpando.

(ii) The Roman Catholic Priest in Charge at Kpando.

(iii) The Pastor for the time being in charge of the Scottish Mission at Akpafu.

(iv) The Pastor for the time being in charge of the Scottish Mission at Amedjope.

(v) The Pastor for the time being in charge of the Scottish Mission at Ho.

(vi) The Pastor for the time being in charge of the Scottish Mission at Kpando.

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(*f*) The following places of public worship shall be licensed places for the celebration of marriages. (Section 7 of the Marriage Ordinance) :— Gold Coast Colony, Cap. 71.

(i) The Chapels of the Scottish Mission situate in the following places :—

Akpafu,	Kpakplawusi,	Odomi,
Borada,	Kpeme,	Santrokofi,
Guamang,	Likpe Bala,	Wegbe,
Gyasekan,	Ntsumuru,	Worawora.
Hohoe,		
Agate,	Have,	Nyangbo,
Akome,	Hlefi,	Saviepe,
Amedjope,	Kame,	Ve Deme,
Anfoe Tsebi,	Koloenu,	Ve Hoehme,
Anfoevi,	Kpoeta,	Wane,
Dzokpe,	Leklebi Duga,	Wodze.
Gbaszeme,	Logba Tota,	
Abutia Kloe,	Ho,	Taviepe,
Abutia Teti,	Kpetoe,	Waya,
Akoviefe,	Matse,	Ziavi.
Bagble,	Sokode,	
Anfoe Bume,	Botoku,	Tsrukpe,
Anfoega,	Fessi,	Vakpo,
Aveme,	Kpando,	Wusuta.

(ii) The following Chapels of the Roman Catholic Mission :—
The Chapel of the Immaculate Conception at Kpandu.
The Chapel of St. Michael at Ho.
The Chapel of St. Augustine at Bla.

6. In its application to the Southern Section the Bremen Mission Ordinance, 1922 (together with any rules made or to be made thereunder), shall be construed subject to the following modifications :—

(1) For clauses (*a*) and (*b*) of subsection (2) of section 2 of the said Ordinance the following clauses shall be substituted :—

(*a*) Any property, real as well as personal, in the Southern Section, including all choses in action, which belonged to or was in the possession of the Bremen Mission on the thirty-first day of August, 1920.

(*b*) All choses in action heretofore since the thirtieth day of August, 1920, accrued or hereafter accruing including all proceeds thereof, which choses in action and proceeds shall heretofore have accrued or shall hereafter be due to accrue to the credit of the accounts kept in connection with the management by the Government since the said date of the property and affairs of the Bremen Mission in the Southern Section.

(2) The trustees for the time being appointed under section 3 of the said Ordinance to be trustees of the property of the Bremen Mission in the Colony shall be the trustees also of the property of the said Mission in the Southern Section; and the vesting in such trustees of the property in the Southern Section shall have effect from the date of their appointment as trustees for the property of the Bremen Mission in the Colony.

THIRD SCHEDULE (*Section* 13).

The Native Jurisdiction Ordinance, and all Ordinances amending the same. Gold Coast Colony, Cap. 82.

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APPENDIX (*First Schedule*).

SUBJOINED ARE AUTHENTIC REPRODUCTIONS OF THE PROCLAMATIONS SPECIFIED IN THE FIRST SCHEDULE TO THE BRITISH SPHERE OF TOGOLAND ADMINISTRATION ORDINANCE, 1924.

(1) THE GERMAN FIRMS CLOSURE AND LIQUIDATION (TOGOLAND) PROCLAMATION, WHICH WAS ISSUED AT LOME ON THE 29TH JANUARY, 1916, BY THE OFFICER COMMANDING THE BRITISH FORCES IN TOGOLAND.

By Major CHARLES EDWARD DALIEL OLDHAM REW,
Commanding the British Forces in Togoland.

WHEREAS urgent considerations of paramount military necessity and ensuing cogent reasons of high state policy imperatively require that all German firms in Togoland should forthwith be closed, and that the affairs of such firms should compulsorily be wound up;

AND WHEREAS it accordingly becomes my duty, as is it also my undoubted right, to make suitable provision to compass the objects aforesaid;

NOW THEREFORE I, Major CHARLES EDWARD DALIEL OLDHAM REW, Commanding the British Forces in Togoland, do hereby Proclaim, Direct, and Ordain as follows:—

1. This Proclamation shall be called the German Firms Closure and Liquidation (Togoland) Proclamation, and shall come into operation forthwith.

2. In this proclamation, unless the context otherwise requires,

"Togoland" means that part of Togoland for the time being under British military occupation.

"Firm" includes any person, or company, and any partnership or other association of men for business purposes.

"German firm" means any firm which in the opinion of the Officer Commanding the British Forces in Togoland bears a German character.

"Governor" means the Governor of the Gold Coast Colony.

The Interpretation Ordinance, 1876, of the Gold Coast Colony shall be deemed to apply to the construction of this proclamation in like manner as it applies to the construction of an Ordinance of the legislature of the said Colony.

3. Every German firm in Togoland shall forthwith be closed, and the affairs thereof compulsorily wound up in manner hereinafter appearing.

4. The Officer Commanding the British Forces has power to appoint in writing a Controlling Officer and Assistant Controlling Officers to carry out the purposes of this proclamation; and such Assistant Controlling Officers shall, subject to the directions of the Controlling Officer, have the same powers as on the said Controlling Officer are by this proclamation conferred.

5. All the personal property belonging to or in the possession of any German firm in Togoland is with effect from the moment of his appointment hereby vested in the Controlling Officer; who is hereby empowered to realize, deal with, and transfer the same in as full and as ample a manner as the owner thereof.

6. All sums of money and all personal property lying at the disposal or to the credit of any such firm at any bank in Togoland, and all debts due by any person to such firm, shall be paid or delivered by such bank or person to the Controlling Officer.

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7. The Controlling Officer may maintain such suits and actions as he thinks fit for the better effectuation of any of the purposes of this proclamation.

8. The Controlling Officer may employ such persons and may do all such acts and things and incur all such expenses as he may deem necessary for the more efficient or more convenient execution of his duties, and such expenses shall be defrayed out of the moneys realized as provided in article 5 hereof.

9. The Controlling Officer may at his discretion out of the money realized out of the property of any such firm pay all admitted debts to British, allied, and neutral creditors, and shall pay all money remaining after payment of such debts as can conveniently be paid and of all expenses as in the next preceding article hereof mentioned find such remuneration to officers and persons as may be prescribed by the Governor into the Government Treasury to the order of the Governor.

10. The Controlling Officer may require any member or former member and any employee or former employee of a German firm to give all information in his possession or to which he has or can reasonably gain access, respecting the property, assets, and liabilities of such firm; and any wilful omission to give such information when duly called upon so to do shall be deemed to be an offence under this proclamation.

11. Any person committing any act, or attempting to commit any act, or abetting the commission of any act of any nature whatsoever with intent to delay, obstruct, or defeat the carrying out of any of the purposes of this proclamation, or in any way to obstruct any officer or person in the execution of his duties under this proclamation, shall be deemed to be guilty of an offence under this proclamation; and any person knowing of the commission or intended commission of any offence under this proclamation who does not forthwith inform the Controlling Officer or an Assistant Controlling Officer of the same shall likewise be deemed to be guilty of an offence under this proclamation.

12. Any person suspected of having committed, or of committing, or of being about to commit, an offence under this proclamation may be arrested by any person with or without a warrant.

13. The Officer Commanding the British Forces has power to make such regulations and to give such directions as the more efficient or more convenient effectuation of any of the purposes of this proclamation may seem to him to require; and he has power also to affix to the breach of any such regulation or direction a penalty of a fine not exceeding fifty pounds, or of imprisonment with or without hard labour for any term not exceeding six months, or of both.

14. Any person convicted before the Court of the Senior Political Officer of any offence under this proclamation shall be liable to imprisonment with or without hard labour for any term not exceeding two years, or to a fine of £200, or to both.

15. No officer or person duly appointed or duly authorised by the Officer Commanding the British Forces or by the Controlling Officer or by an Assistant Controlling Officer to carry out the provisions and purposes of this proclamation shall be sued or prosecuted in any Court of law in respect of any act done in the execution or intended execution of his duties; and a certificate under the hand of the Officer Commanding the British Forces shall be conclusive proof in any such Court that any such act was done in the execution or intended execution by such officer or person of such duties as aforesaid. Provided always that the Officer Commanding the British Forces may authorise the institution, hearing, and determination

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of any prosecution, action, or suit which in his opinion it is just or expedient should be so instituted, heard, and determined; and thereupon such action, suit, or prosecution shall be instituted, heard, and determined accordingly.

16. The powers declared in this proclamation shall be deemed to be in addition to and in nowise to be in derogation of any other powers otherwise vested in the Officer Commanding the British Forces; and the Officer Commanding the British Forces has power to amend, vary, alter, add to, or cancel any of the provisions of this proclamation.

Given under my hand at Lome this 29th day of January, in the year of Our Lord one thousand nine hundred and sixteen, and of His Majesty's Reign the Sixth.

CHAS. E. D. O. REW, *Major,*
Officer Commanding the British Forces in Togoland.

(2) THE PROCLAMATION, NUMBERED AS No. 25 OF 1920, WHICH WAS ISSUED AT ACCRA BY THE GOVERNOR ON THE 2ND NOVEMBER, 1920.

By His Excellency FREDERICK GORDON GUGGISBERG, Brigadier-General, Companion of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, &c., &c., &c.

(L.S.)

A. R. SLATER,
Deputy for Governor and Commander-in-Chief.

BY virtue of the powers and authorities vested in me in this behalf, I, FREDERICK GORDON GUGGISBERG, Brigadier-General, Companion of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, am hereby pleased to issue this my Proclamation, declaring, and it is hereby declared, as follows:—

1. All property, rights and interests in those parts of Togoland which are for the time being administered as Territory in the occupation of the British Forces belonging or reputed to belong to any German national on the 10th day of January, 1920, shall vest in the Controlling Officer appointed under the German Firms Closure and Liquidation (Togoland) Proclamation No. 29 of 1916, dated the 29th day of January, 1916, for the estate or interest belonging to such German national on the said 10th day of January, 1920.

2. So far as such application may be possible, the provisions of the German Firms Closure and Liquidation (Togoland) Proclamation shall apply with respect to the property, rights and interests vested in the Controlling Officer under that Proclamation.

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3. All such property, rights and interests vested in the Controlling Officer as aforesaid, and the net proceeds of their sale, liquidation, or their dealings, therewith, are hereby charged :—

(*a*) In the first place with payment of the amount due in respect of claims by British nationals with regard to their property, rights and interests, including Companies and Associations in which they are interested in German Territory, or debts owing to them by German nationals, and with payment of any compensation awarded by the Mixed Arbitral Tribunal or by an Arbitrator appointed by that Tribunal in pursuance of paragraph (*e*) of Article 297 of the Treaty of Peace, and with payment of claims growing out of acts committed by the German Government or by German Authorities since the 31st day of July, and before the 4th day of August, 1914; and

(*b*) Secondly, with payment of the amounts due in respect of claims by British nationals with regard to their property rights and interests in the Territories of Austria-Hungary, Bulgaria and Turkey, in so far as those claims are not otherwise satisfied.

Provided that any particular property, rights or interests so charged may at any time, with the consent of the Secretary of State, be released from the charge.

4. The expression "national" in relation to any State includes the subjects or citizens of that State, and any Company or Corporation incorporated therein according to the law of that State, and in case of a Protectorate the natives thereof, but in relation to Germany does not include the natives of former German Colonial possessions.

Proclamations No. 1 of 1920, and No. 5 of 1920, are hereby revoked.

Given under my hand and the Public Seal of the Gold Coast Colony at Government House, Accra, in the said Colony, this 2nd day of November in the year of Our Lord one thousand nine hundred and twenty, and of His Majesty's Reign the Eleventh.

GOD SAVE THE KING.

(3) THE ENEMY PROPERTY CONTROL AND DISPOSAL PROCLAMATION, 1922, (TOGOLAND PROCLAMATION No. 13 OF 1922), WHICH WAS ISSUED AT ACCRA BY THE GOVERNOR ON THE 28TH JULY, 1922.

By His Excellency Sir FREDERICK GORDON GUGGISBERG, Brigadier-General, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, &c., &c., &c.

(L.S.)

F. G. GUGGISBERG,
Governor.

IN the exercise of all the powers and authorities in that behalf me enabling, I, FREDERICK GORDON GUGGISBERG, Governor of the Gold Coast Colony, am hereby pleased to issue with respect to that

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part of Togoland mandated to Great Britain this my Proclamation declaring, as it is hereby declared, as follows :—

1. This Proclamation may be cited as " The Enemy Property Control and Disposal Proclamation, 1922."

2. The Ordinance of the Gold Coast Colony shortly entitled " The Third Enemy Property Control and Disposal Ordinance " (Chapter 192) (hereinafter referred to as " the Ordinance ") is hereby applied to that part of Togoland mandated to Great Britain, subject nevertheless to any modifications which for the purpose of such application may be necessary or desirable, and in particular (except where the context otherwise requires) subject to the following modifications :—

(1) Subject as hereinafter provided, wherever in the Ordinance the expressions " neutral," " enemy subject," " enemy owner," and " corporation under enemy control " occur, such expressions shall be construed as including references respectively to persons who were neutrals, enemy subjects, enemies, and enemy owners, and to corporations which were corporations under enemy control on the first day of January, 1918.

(2) Wherever in the Ordinance the expressions " Controlling Officer " occurs, such expression shall be construed as referring to the officer for the time being appointed under clause 4 of the German Firm Closure and Liquidation (Togoland) Proclamation.

(3) Wherever in the Ordinance the expression " First Schedule " occurs, such expression shall be construed as referring to the Schedule to this Proclamation.

(4) Wherever in the Ordinance a reference is made to the vesting of property in the Controlling Officer under any Order by the Governor under section 5 of the First Enemy Property Control and Disposal Ordinance (Chapter 190), such reference shall be construed as referring to the vesting of property in the Controlling Officer under clause 5 of the German Firms Closure and Liquidation (Togoland) Proclamation.

(5) References in the Ordinance to the First Enemy Property Control and Disposal Ordinance (Chapter 190) shall (with any necessary modifications as to numerical references to sections) be construed as references to the German Firms Closure and Liquidation (Togoland) Proclamation.

(6) The reference to " property " in section 3 (3) of the Ordinance shall be construed as a reference to the expression " personal property " occurring in clause 5 of the German Firms Closure and Liquidation (Togoland) Proclamation.

(7) In section 6 (1) of the Ordinance, the reference to the Chief Registrar of the Supreme Court shall not apply.

(8) References in the Ordinance to " the Custodian " shall be construed as references to the Treasurer of the Gold Coast Colony.

(9) Wherever in the Ordinance the expression " Court " occurs, such expression shall be construed as referring to the Court of the Senior Political Officer.

(10) Nothing in the Ordinance or in this Proclamation shall render any citizen of the United States of America, or any Syrian, or any British protected person or any person treated as such, or any national of any State which for the time being is a member of the League of Nations, liable to any disability or penalty to which a British subject is not for the time being liable ; and any form under the Ordinance shall be modified so as to give effect to this provision.

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SCHEDULE.

No.	Description of Property.	Estate or Interest.	Firm.
1	A piece of land with all buildings thereon at Ho, lately in the occupation of the Deutsche Togo - Gesellschaft, specified as Plot No. 1, and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Deutsche Togo - Gesellschaft.	Deutsche Togo-Gesellschaft.
2	A piece of land with all buildings thereon, at Ho, lately in the occupation of the Deutsche Togo - Gesellschaft, specified as Plot No. 1A, and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Deutsche Togo - Gesellschaft.	Deutsche Togo-Gesellschaft.
3	A piece of land with all buildings thereon at Ho, lately in the occupation of Messrs. Luther and Seyfert, specified as Plot No. 2 and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by Messrs. Luther and Seyfert.	Luther and Seyfert.

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No.	Description of Property.	Estate or Interest.	Firm.
4	A piece of land at Ho, with buildings thereon, lately in the occupation of Messrs. Boedeker and Meyer, specified as Plot No. 3 and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by Messrs. Boedeker and Meyer.	Boedeker and Meyer.
5	A piece of land with buildings thereon, situate at Ho, lately in the occupation of the Bremer Faktorei, specified as Plot No. 4 and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Bremer Faktorei.	Bremer Faktorei.
6	A piece of land with buildings thereon, situate at Ho, lately in the occupation of the Bremer Faktorei, specified as Plot No. 5 and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Bremer Faktorei.	Bremer Faktorei.

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No.	Description of Property.	Estate or Interest.	Firm.
7	A piece of land situate at Ho, lately in the occupation of Otto Walbrecht, specified as Plot No. 6, and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by Otto Walbrecht.	Otto Walbrecht.
8	A piece of land, situate at Ho, with buildings thereon, lately in the occupation of Messrs. C. Goedelt and Company, specified as Plot No. 7, and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by Messrs. C. Goedelt and Company.	C. Goedelt and Company.
9	A piece of land with buildings thereon, situate at Ho, lately in the occupation of the Togo Baumwell Gesellschaft, specified as Plot No. 8 and as approximately delineated in Plan marked "A, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Togo Baumwell Gesellschaft.	Togo Baumwell Gesellschaft.

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No.	Description of Property.	Estate or Interest.	Firm.
10	A piece of land and buildings thereon situate at Kpando, lately in the occupation of the Deutsche Togo-Gesellschaft, specified as No. 1 and as approximately delineated in Plan marked "B, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Deutsche Togo-Gesellschaft.	Deutsche Togo-Gesellschaft.
11	A piece of land situate at Kpando with buildings thereon, lately in the occupation of the Togo Baumwell Gesellschaft, specified as Plot No. 2, and as approximately delineated in plan marked "B, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Togo Baumwell Gesellschaft.	Togo Baumwell Gesellschaft.
12	A piece of land with buildings thereon situate at Kpando, lately in the occupation of Messrs. C. Goedelt and Company, specified as Plot No. 3 and as approximately delineated in plan marked "B, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by Messrs. C. Goedelt and Company.	C. Goedelt and Company.

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No.	Description of Property.	Estate or Interest.	Firm.
13	A piece of land with buildings thereon situate at Kpando, lately in the occupation of Messrs. Boedeker and Meyer, specified as Plot No. 4, and as approximately delineated in plan marked "B, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by Messrs. Boedeker and Meyer.	Boedeker and Meyer.
14	A piece of land with buildings thereon, situate at Kpando lately in the occupation of the Bremer Faktorei, specified as Plot No. 5, and as approximately delineated in plan marked "B, Enemy Property, Togoland," signed by the Controlling Officer, Enemy Property, on the 27th January, 1922.	All the right, title, and interest, held on the 28th day of January, 1916, by the Bremer Faktorei.	Bremer Faktorei.
15	Piece of land with buildings thereon, situate near Kpeve, on the borders of the Gold Coast Colony and Togoland, and known as the Kpeve Plantation, lately in the occupation of one Frederick Burbulla.	All the right, title, and interest, held on the 28th day of January, 1916, by Frederick Burbulla.	Frederick Burbulla.
16	Piece of land with buildings thereon, situate near Kpeve Kpando in Togoland and known as the Wurupong Plantation, lately in the occupation of one Frederick Burbulla.	All the right, title, and interest, held on the 28th day of January, 1916, by Frederick Burbulla.	Frederick Burbulla.

Given under my hand and the Public Seal of the Gold Coast Colony, at Government House, Accra, in the said Colony, this 28th day of July in the year of Our Lord one thousand nine hundred and twenty-two and of His Majesty's Reign the Thirteenth.

GOD SAVE THE KING.

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(4) THE ENEMY PROPERTY CONTROL AND DISPOSAL (NO. 2) PROCLAMATION, 1922 (TOGOLAND PROCLAMATION NO. 16 OF 1922), WHICH WAS ISSUED AT ACCRA BY THE GOVERNOR, ON THE 22ND DECEMBER, 1922.

By His Excellency Sir FREDERICK GORDON GUGGISBERG, Brigadier-General, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, &c., &c., &c.

(L.S.)

F. G. GUGGISBERG,
Governor.

IN the exercise of all the powers and authorities in that behalf me enabling, I, FREDERICK GORDON GUGGISBERG, Governor of the Gold Coast Colony, am hereby pleased to issue with respect to the British Sphere of Togoland this my Proclamation declaring, as it is hereby declared, as follows :—

1. This Proclamation may be cited as "The Enemy Property Control and Disposal (No. 2) Proclamation, 1922."

2. The British Administration of the British Sphere of Togoland retains under and in accordance with the provisions of Article 297 (*b*) of the Treaty of Versailles the property known as the Kpeve Plantation, and specified in Item 15 of the Schedule to the Enemy Property Control and Disposal Proclamation, 1922; and the valuation at which the said property shall be retained as aforesaid shall be as assessed by an unofficial appraiser approved for the purpose by the Controlling Officer of Enemy Property.

Given under my hand and the Public Seal of the Gold Coast Colony, at Government House, Accra, in the said Colony, this 22nd day of December in the year of Our Lord one thousand nine hundred and twenty-two, and of His Majesty's Reign the Thirteenth.

GOD SAVE THE KING.

(5) THE ENEMY PROPERTY CONTROL AND DISPOSAL PROCLAMATION, 1924 (TOGOLAND PROCLAMATION NO. 1 OF 1924) WHICH WAS ISSUED AT ACCRA BY THE GOVERNOR ON THE 22ND DAY OF JANUARY, 1924.

By His Excellency Sir FREDERICK GORDON GUGGISBERG, Brigadier-General, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Companion of the Distinguished Service Order, Governor and Commander-in-Chief of the Gold Coast Colony, &c., &c., &c.

(L.S.)

F. G. GUGGISBERG,
Governor.

IN the exercise of all the powers and authorities in that behalf me enabling, I, Sir FREDERICK GORDON GUGGISBERG, Governor of the Gold Coast Colony, am hereby pleased to issue with respect to the British Sphere of Togoland this My Proclamation declaring, as it is hereby declared, as follows :—

1. This Proclamation may be cited as "The Enemy Property Control and Disposal Proclamation, 1924," and shall be read and construed as one with the Enemy Property Control and Disposal Proclamation, 1922 (hereinafter referred to as the principal Proclamation);

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and the principal Proclamation shall be read and construed as if the amendments effected by this Proclamation had from the commencement of the principal Proclamation always been incorporated therewith.

2. Article 2 of the principal Proclamation is hereby amended by inserting therein after the word "nevertheless," where that word occurs therein, the following words "to the provisions of the Proclamation, numbered as No. 25 of 1920, and issued at Accra by the Governor on the 2nd November, 1920, as also."

3. Clause (4) of Article 2 of the principal Proclamation is hereby amended by substituting for the full-stop appearing at the end thereof a comma, and by adding after such comma the following words :—"or under Article 1 of the Proclamation, numbered as No. 25 of 1920, which was issued at Accra by the Governor on the 2nd November, 1920."

4. Clause (5) of Article 2 of the principal Proclamation is hereby amended by substituting for the full-stop appearing at the end thereof a comma, and by adding after such comma the following words :—"read in conjunction with the Proclamation, numbered as No. 25 of 1920, and issued at Accra by the Governor on the 2nd November, 1920."

Given under my hand and the Public Seal of the Gold Coast Colony, at Government House, Accra, in the said Colony, this 22nd day of January, in the year of Our Lord one thousand nine hundred and twenty-four, and of His Majesty's Reign the Fourteenth.

GOD SAVE THE KING.

Made this first day of April, 1924.

J. C. MAXWELL,
Acting Governor of the Gold Coast.

APPENDIX D.

STATEMENT OF REVENUE IN RESPECT OF THE BRITISH MANDATED AREA OF TOGOLAND FOR THE YEAR APRIL, 1923, TO MARCH, 1924, AND FOR THE PERIOD 1ST APRIL TO 30TH SEPTEMBER, 1924.

Head of Revenue.	*April, 1923, to March, 1924.*			*1st April to 30th Sept., 1924.*		
	£	*s.*	*d.*	£	*s.*	*d.*
Customs	15,164	0	0	3,236	0	0
Licences, etc.	2,663	13	2	484	6	11
Fees of Court, etc.	1,860	9	11	443	17	11
Rents of Government Lands	1	10	0	0	15	0
Miscellaneous	151	12	11	86	16	3
Posts and Telegraphs	240	0	0	118	0	0
	£20,081	6	0	4,369	16	1

(*Signed*) C. W. LEESE,
Treasurer.

THE TREASURY, ACCRA,
15*th January*, 1925.

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STATEMENT OF EXPENDITURE IN RESPECT OF THE BRITISH MANDATED AREA OF TOGOLAND FOR THE PERIOD 1ST APRIL, 1923, TO 31ST MARCH, 1924, AND FOR THE PERIOD 1ST APRIL TO 30TH SEPTEMBER, 1924.

Head of Expenditure.	*April, 1923, to March, 1924.* Amount. £ s. d.	*April to September, 1924.* Amount. £ s. d.	*Remarks.*
Governor	933 2 6*	523 1 1*	
Col. Sec. Office, etc. ...	2,118 11 3*	1,017 11 9*	
Political Administration ...	4,498 14 4	2,438 19 6	
Ashanti and Northern Territories Judiciary ...	332 10 8*	147 7 10*	
Treasury	427 3 6	232 16 3	
Audit Department ...	928 2 0*	473 15 11*	
Customs	12,286 14 10	5,907 2 11	
Posts and Telegraphs ...	530 0 0	265 0 0	
Medical Department and Sanitation	2,420 6 0	1,280 3 8	
Education	4,389 3 10	2,242 17 0	
Agriculture	2,392 11 9	1,150 14 9	
Veterinary	119 13 9	—	
Police	1,698 2 4	718 4 5	
Prisons	1,215 10 11	446 5 4	
Constabulary	738 7 11	506 15 5	
Transport	1,093 9 4	332 5 6	
Public Works Department	13,136 7 4	5,885 10 11	
Miscellaneous	111 1 6	37 12 6	
	£49,369 13 9	23,606 4 9	

* Proportionate expenditure based on population (Census 1921). *See* Lists attached.

(*Signed*) C. W. LEESE,
Treasurer.

THE TREASURY, ACCRA.
24th March, 1925.

POPULATION (CENSUS 1921).

Gold Coast ...	2,110,474
Togoland ...	187,959
	2,298,433

Governor.

	2,110,474	Expenditure 1.4.23—31.3.24	=	£11,410 11 11*
Gold Coast	2,298,433	of £11,410 11 11	=	10,477 9 5
	187,959			
Togoland	2,298,433	,, 11,410 11 11	=	933 2 6
				£11,410 11 11

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Colonial Secretary's Office, etc.

	2,110,474	Expenditure 1.4.23—31.3.24 =	£25,906 11 3*
Gold Coast	2,298,433	of £25,906 11 3 =	23,788 0 0
	187,959		
Togoland	2,298,433	„ 25,906 11 3 =	2,118 11 3
			£25,906 11 3

Ashanti and Northern Territories Judiciary.

	2,110,474	Expenditure 1.4.23—31.3.24 =	£4,066 6 4*
Gold Coast	2,298,433	of £4,066 6 4 =	3,733 15 8
	187,959		
Togoland	2,298,433	„ 4,066 6 4 =	332 10 8
			£4,066 6 4

Audit Department.

	2,110,474	Expenditure 1.4.23—31.3.24 =	£11,349 3 10*
Gold Coast	2,298,433	of £11,349 3 10 =	10,421 1 10
	187,959		
Togoland	2,298,433	„ 11,349 3 10 =	928 2 0
			£11,349 3 10

* *See* Square Form for March, 1924.

(*Signed*) C. W. LEESE,
Treasurer.

THE TREASURY, ACCRA.
24th March, 1925.

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POPULATION (CENSUS 1921).

Gold Coast ... 2,110,474
Togoland ... 187,959

2,298,433

Governor.

Expenditure 1.4.24—30.9.24 = £6,396 1 6*

	2,110,474			
Gold Coast	2,298,433	of £6,396 1 6 =	5,873	0 5
	187,959			
Togoland	2,298,433	„ 6,396 1 6 =	523	1 1
			£6,396	1 6

Colonial Secretary's Office, etc.

Expenditure 1.4.24—30.9.24 = £12,443 8 6*

	2,110,474			
Gold Coast	2,298,433	of £12,443 8 6 =	11,425	16 9
	187,959			
Togoland	2,298,433	„ 12,443 8 6 =	1,017	11 9
			£12,443	8 6

Ashanti and Northern Territories Judiciary.

Expenditure 1.4.24—30.9.24 = £1,802 7 1*

	2,110,474			
Gold Coast	2,298,433	of £1,802 7 1 =	1,654	19 3
	187,959			
Togoland	2,298,433	„ 1,802 7 1 =	147	7 10
			£1,802	7 1

Audit Department.

Expenditure 1.4.24—30.9.24 = £5,793 15 6*

	2,110,474			
Gold Coast	2,298,433	of £5,793 15 6 =	5,319	19 7
	187,959			
Togoland	2,298,433	„ 5,793 15 6 =	473	15 11
			£5,793	15 6

* *See* Square Form for September, 1924.

(*Signed*) C. W. LEESE,
Treasurer.

THE TREASURY, ACCRA.
24*th March*, 1925.

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APPENDIX J.

STATEMENT SHOWING QUANTITIES AND VALUES OF SPIRITS, MALT, AND WINES IMPORTED INTO THE GOLD COAST COLONY DURING 1922, 1923, AND JANUARY TO SEPTEMBER, 1924.

	Quantities.			*Values.*		
	1922	1923	*Jan. to Sept.* 1924	1922	1923	*Jan. to Sept.* 1924
	Gals.	Gals.	Gals.	£	£	£
Brandy ...	4,255	4,195	3,173	6,492	5,804	3,638
Gin	258,914	527,888	391,520	153,043	183,864	119,882
Whisky ...	120,480	46,054	28,558	150,473	59,505	36,732
Rum	12,268	31,655	25,311	9,892	15,547	9,238
Cordials ...	889	1,167	734	1,376	1,276	942
Other Spirits	1,577	1,632	1,305	3,648	2,966	2,195
Beer	167,007	170,541	227,851	46,259	36,432	44,466
Wines ...	86,649	99,241	116,162	47,451	41,770	41,629
TOTAL ...	652,039	882,373	794,614	418,634	347,164	258,722

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Issued by the Colonial Office.

JUL 15 1925

PALESTINE.

REPORT OF THE HIGH COMMISSIONER ON THE ADMINISTRATION OF PALESTINE, 1920-1925.

LONDON:
PRINTED AND PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE
To be purchased directly from H.M. STATIONERY OFFICE at the following addresses:
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1925.

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PALESTINE.

REPORT OF THE HIGH COMMISSIONER ON THE ADMINISTRATION OF PALESTINE, 1920-1925.

To the Right Honourable L. S. AMERY, M.P.,
Secretary of State for the Colonies.

Government Offices,
Jerusalem,
22nd April, 1925.

SIR,

It is now nearly five years since the Civil Administration in Palestine succeeded the Military Administration, which had been established as the outcome of the War. My term of office as High Commissioner, which is about to end, has covered that period. I ask leave to present a survey, as concise as may be, of the work that has been done by the Government of Palestine, and of the development of the country, during those eventful years. I propose to deal in the first instance with administrative and economic matters, and afterwards to pass to questions that are more definitely political.

PUBLIC SECURITY.

The first of all the conditions necessary for the welfare of any country is public security. Palestine is a small territory, but it is broken up by hills and mountains, over a greater part of its area, into rocky slopes and valleys, difficult of access. Its frontiers to the north and east are open at almost any point. The country as a whole is thinly populated; the majority of the people are illiterate, placid, and, as a rule, easily led by men in whom they place confidence; they are prone to fierce personal and family quarrels, and, like other Oriental peoples, are occasionally liable to be swept by passion or panic into excitement and unreasoning violence. Strangely credulous as they often are, the most improbable and unfounded stories may find a ready acceptance and give rise to sudden riots. Here and there, among the villagers and in the Beduin tribes, which occupy considerable stretches of the country, are to be found individuals who are attracted by the adventure and the profit of a life of brigandage; some of these develope into dangerous criminals.

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I found the country in 1920 still disturbed by the ground-swell that followed the storms of the War. It had been for some years the scene of the operations of great armies. Villages had been destroyed; the stock of cattle and horses had been depleted; olive trees had been cut down in great numbers for fuel for the Turkish troops and military trains; many orange groves, left without irrigation, had ceased to bear fruit; there was a general air of poverty and depression. Further, the political expectations, both of the Arabs and of the Jews, had been raised to a high pitch; it appeared to many at that time as though those expectations must clash; racial feelings were inflamed, and, as the outcome of war-time habits of mind, there was a readiness to flout the control of law and to resort on small provocation to violence. The political future of Palestine seemed uncertain; there were forces outside the country which found an interest in stimulating internal unrest. The presence of large numbers of troops did not prevent, although it quickly suppressed, serious racial riots, which broke out in Jerusalem in the spring of 1920; there was an even graver recurrence in Jaffa and its neighbourhood a year later. Beduin tribes in Trans-Jordan seized the opportunity of the prevailing unrest to resume the incursions into Palestine which had been traditional among them for centuries.

The Military Administration had organised a police force, drawn from the local population and commanded by British officers. It was a new force and could not be expected at that time to be efficient. During the years that have since elapsed it has developed into a keen and competent body of men. A large proportion of its members have passed through a well organised Police Training School. Its officers, British in the highest ranks, and Palestinians, drawn from all creeds, in the others, have become efficient and zealous. In addition, a unit of mounted Palestinian Gendarmerie was raised in 1921, consisting of 500 men with British officers; the non-commissioned officers and men are Arabs, Jews and Circassians intermixed together. The reports on this unit by the General Officers who have inspected it are most favourable. It possesses a fine *esprit de corps*, and no difficulties have been experienced on account of the diversity of its composition. To the Palestine Gendarmerie has been entrusted the defence and policing of the whole of the eastern part of Palestine from north to south.

In 1922 a battalion of British Gendarmerie was enlisted, mainly in Ireland, for service in Palestine. Its numbers, originally 762, have since been reduced to 555. This also has proved an excellent body of men, fulfilling well the purposes for which it was raised.

Satisfactory arrangements have been made with the Governments of Syria and of Trans-Jordan, as well as with the Government of Egypt, for the mutual surrender of criminals.

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In 1922 also His Majesty's Government issued a declaration which clearly defined the purposes and the limits of their policy in relation to the establishment of a Jewish National Home in Palestine. The pronouncement largely achieved its object in removing misapprehensions and fears, and in moderating antagonisms. Certain political measures were taken also in Palestine, as well as in Trans-Jordan, to which I shall refer later. The international situation as well gradually cleared, and the stability of the régime that had been set up became more certain.

The combination of these factors—on the one hand the formation of effective police and gendarmerie forces, and on the other the adoption of the political measures that were needed and the stabilization of the situation generally—resulted, within the last three years, in a rapid pacification of the country. The spirit of lawlessness has ceased; the atmosphere is no longer electric; there have been no more raids from Trans-Jordan; all the brigands have been hunted down and either shot, executed or imprisoned. One life was lost in an inter-racial conflict over a piece of land, and occasionally a crime is committed which is suspected to have a political or racial origin. But there have been no disturbances of the public peace from those causes during these years. For some time past Palestine has been the most peaceful country of any in the Middle East.

As a consequence it has been possible to reduce the garrison to very small dimensions. The large number of units, infantry, cavalry and artillery, British and Indian, which were here five years ago, have all been removed, with the exception of one cavalry regiment. That regiment itself has not been allocated to Palestine at the request of this Administration; it has been stationed here by the desire of the War Office, and it was, in fact, recently transferred to Egypt for several months; only a part of its cost is included in the charges in respect of Palestine. The garrison now consists of the 450 British gendarmes previously mentioned, the regiment of cavalry, one squadron of aeroplanes and one company of armoured cars. Some of the aeroplanes and cars are stationed in Trans-Jordan. The cost to the British taxpayer, excluding expenditure in Trans-Jordan, which was £3,155,000 in 1921–22, has been reduced year by year, and is estimated for 1925–26 at £640,600. If no untoward events occur, this sum also may be subject to reduction in the near future. I would recall that, apart from the cost of the garrison, there is not, and has never been, any grant from the British Exchequer in aid of the Civil Administration of Palestine. (I shall refer later to the financial assistance given to Trans-Jordan.)

Justice.

After public security, the second essential is a sound system for the administration of justice. Without impartial and fearless tribunals for the judgment of crime and for the decision of

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civil disputes, public security itself cannot be maintained, nor economic prosperity develope. Such a system was lacking under the Turkish régime. Its establishment was one of the first tasks of the Military Administration, and my duty has been only to maintain the structure which was then erected, with such minor amendments as experience has shown to be necessary.

British judges preside over the two sections of the Court of Appeal, over each of the four District Courts, and over two Land Courts. All the other judges and magistrates are Palestinians, drawn impartially from among the qualified members of the three religious communities. The scale of salaries of the Palestinian judicial officers has been largely raised above the Turkish standard, so as to conduce to a higher standard of character. The disappearance of the capitulatory rights enjoyed by foreigners before the War enabled a simplification of the judicial system to be effected. Provision was lately made for appeals from the Supreme Court in Palestine to the Judicial Committee of the Privy Council. The Executive is, of course, scrupulous in abstaining from any invasion of the independence of the Judiciary, and the Courts have won the confidence of the people. The cost of the civil judicial system is more than covered by the fees and fines received by the Courts. Cases of religious law and personal status are still judged, as under the Turkish régime, by the special tribunals of the several creeds. In the Moslem and the Jewish communities, the nomination of those tribunals has been put upon a new and more acceptable footing.

Finance.

The third pre-requisite of good government is a sound system of public finance. It was necessary to establish an honest and efficient organisation for the collection of revenue and the control of expenditure, and, for these purposes, to create a Treasury Department and an Audit Office, to train their staffs, to provide and supervise competent collectors, to construct the framework of departmental estimates, and to draw up financial regulations. Through the work of experienced and zealous officers transferred from the Colonial Service these heavy tasks have gradually been accomplished. Above all, it was necessary to stamp out the corruption among the officials which had been traditional in the country; it is believed that this also has, in the main, been effected.

Except in cases of clear necessity, it has not been thought desirable to effect rapid changes in systems of administration to which the people were accustomed, even though a certain measure of improvement might be expected to follow. For this reason the Turkish taxes have, in general, been continued. Certain among them that were irritating and vexatious have been repealed or amended. The practice of farming out to contractors

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the collection of agricultural tithes has been abolished. The tax payable to secure exemption from military service has disappeared with compulsory military service itself. A number of changes have been made in the customs tariff. But, as a whole, the fiscal system remains much as it was.

Since the revenue is derived mainly from customs and tithes, and those duties have been on an *ad valorem* basis, the financial situation has been subject to serious disturbance on account of the fluctuations in prices that have been a feature of the post-war period. In particular, the sudden fall in agricultural prices in 1922 and 1923 throughout the world, involved the loss to the Palestine Government of more than half the revenue it had previously received from tithes. Owing to this, and to the economic depression from which Palestine suffered in common with most other countries, the year 1922–23 resulted in a deficit of £E73,000. The previous years had shown a surplus. Through the enforcement of drastic economies in expenditure, in 1924 the position was retrieved. A steady growth of prosperity, together with some minor changes in the customs tariff, have resulted in the year 1924–25 closing with a surplus on the year's working of approximately £E263,000.

It has therefore been possible to reduce the rate of the tithe which under the Turkish régime had been raised to 12½ per cent. The tax took from the cultivator one-eighth of the gross value of his produce, and was felt as an onerous burden. The Government has reduced it this year to its ancient figure of 10 per cent., and has relieved the agriculturist at a single step of one-fifth of the weight of the tax.

During the period of nearly five years from the initiation of the Civil Administration on 1st July, 1920, to the end of the last financial year on 31st March, 1925, the total revenue of the Palestine Government has been £E8,900,000, and its total expenditure £E8,397,000. Included in the annual expenditures also have been a number of charges for what are usually regarded as capital expenses. In particular, the sum of £E175,000 has been provided towards the cost of purchasing the railway between Jaffa and Jerusalem from the French Company which had constructed it. The expenditure also includes the first instalment of £E69,000 on account of the annuity under the Treaty of Lausanne in respect of the Ottoman Pre-War Debt; but Palestine will only now begin to bear in full the heavy annuities laid upon it by the Treaty on account of its share of that debt.

An additional sum of £E2,436,000 has also been provided for further capital expenditures upon railway and other public works and services. Of this £E476,000 has been furnished from certain monies collected in Palestine by the Ottoman Debt Administration, which have not been spent for the service of that debt. The remainder has been provided by temporary loans from the Crown Agents of such amounts as have been necessary.

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Palestine has hitherto had the benefit of the use, free of payment, of the main line of railway, and of certain other works, constructed by the British Army for military purposes during the war. The post-war value to Palestine of these assets has been variously estimated at from one to two million pounds. His Majesty's Government, in view of the financial difficulties of a new administration in its early stages, with a small revenue and much leeway to make up, has generously held it to be its duty as Mandatory not to require as yet any payment in respect of these assets. But the people of Palestine enjoy the use of them, and from some of them revenue is derived. They will not dispute that, in equity, interest and sinking-fund should be paid upon this debt when the financial situation of the country permits.

Communications.

Under the shelter of adequate safeguards for public security, protected by an efficient judicial system, and fostered by the careful management of the finances, the other activities of Government of direct advantage to the people have developed within the limits fixed by the available resources. Necessary to all the rest of those activities has been the improvement of communications.

One of the very few services rendered to Palestine by the Turks was the construction of a considerable mileage of main roads. The system was extended and improved by the Military Administration, and still further by the existing Government. In addition, under the influence of the District Officers, a number of secondary roads have been built in many parts of the country by the voluntary labour of the villagers themselves. In this climate there is little agricultural work to be done during several months of the year, and the people are very willing to work, without payment, upon the construction of local roads, the advantage of which to their own interests is obvious and immediate. Altogether 280 kilometres of main roads have been newly constructed or rebuilt, and 600 kilometres of secondary roads, serving 177 villages, since the establishment of the Civil Administration.

Among the effects of this has been a remarkable development of motor traffic. In 1914 there was one motor-car in Palestine, a source of lively interest to the population wherever it went. There are now over 1,000. A number of these ply for hire in the principal towns and provide omnibus services between them. All sections of the population readily avail themselves of these facilities.

The revenue derived from motors, in the form of import duties on cars and on petrol and licence fees, is sufficient to cover almost the whole of the cost of maintaining, apart from constructing, the main roads.

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The opening of the country by means of roads has encouraged the adoption of a higher standard of agriculture and a greater activity of trade; it has facilitated police control of the more remote and lawless areas, and it has greatly promoted the development of the tourist traffic.

The railway system before the war consisted of the line from Jaffa to Jerusalem, of which mention has already been made, and of a line, belonging to the Hijaz Railway, from Haifa to the Jordan Valley on the way to Damascus, with a branch to Acre. A branch to Nablus was added by the Turks during the war. All of these were narrow gauge. The British Army, in its advance from Egypt, constructed a broad gauge line across the desert to the frontier of Palestine, and then along the Maritime Plain to Haifa. It constructed also a branch line to Beersheba.

It was obvious that the efficient working of the railways in this small country required that all of them should be under a single management, and that this could only be a department of the Government of Palestine. This policy was approved by His Majesty's Government. A right conferred by the Treaty of Sèvres—which was unratified but accepted by the British and French Governments as operative for this purpose—enabled the Jaffa-Jerusalem line to be purchased, at a price fixed by arbitration. This line had already been converted to broad gauge, partly by the Military, partly by the Civil Administration. The main line across the Sinai Desert to the Palestine frontier, which remains in the ownership of the British Government, and the lines belonging to the Hijaz Railway, are under the management of the Palestine Railway Department, to which also has passed the main line along the coast from the frontier northwards to Haifa, with its branch to Beersheba.

Large sums have been provided to ballast and otherwise improve the main line, hastily constructed in the course of the campaign. A number of new engines, carriages and waggons have been purchased, and the system is now well provided on the whole with rolling stock. The train service is efficiently run. Great pains are taken to promote the comfort of tourists. Workshops at Haifa, in spite of a somewhat primitive equipment, carry out all the necessary repairs, even the most extensive, to the engines and rolling stock generally. Well-equipped new workshops are now under construction.

The Railway system taken as a whole yielded a revenue in the financial year 1924–25 of £E558,000, and involved an expenditure of £E390,000, or an excess of revenue over expenditure of £E168,000. Of this balance, £E124,000 accrued to the Palestine Treasury in respect of the Railways belonging to the Palestine Government itself.

The postal services, before the war, were largely maintained by agencies established by certain of the European Powers; the

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telegraph service was restricted, and telephones non-existent. A complete system, modelled on the British Post Office, has been established for these three purposes; it is efficiently managed. There are frequent deliveries of letters, in Jerusalem three times daily, and in Jaffa and Haifa twice; thirty-four telegraph offices are available to the public; there are thirty-one public telephone exchanges serving over 1,300 subscribers, and trunk lines are provided to all parts of the country. The revenue of the Post Office in 1924 was £E123,000 and the expenditure £E86,000. After allowing for interest on the capital expended, and for the value of the services rendered by the Post Office to other Departments of the Government, and by them to the Post Office, there was a net profit on the year's working of £E33,000.

Public Health.

Nowhere was there a more pressing need for action, and nowhere has greater progress been achieved, than in the sphere of public health.

Palestine was a country infested by malaria. Before the war, the hospitals in Jerusalem, and in most of the other towns, were crowded in the autumn months with malaria patients. In a number of districts the whole population was decimated, and the survivors debilitated, by the disease; many places were uninhabitable by Europeans during a considerable part of the year. Malaria was the principal danger to the health of the people and the gravest obstacle to the development of the country.

Happily, the beneficent discovery by medical science that this disease is transmitted only by certain genera of mosquito, that mosquitoes can breed only in water, and that by denying them their breeding-places malaria can be entirely eliminated, has pointed the way which it was the obvious duty of any modern Administration to tread. In September, 1920, I appointed a permanent Anti-Malarial Advisory Commission, under the able chairmanship of the Director of the Department of Health, and including representatives of the other Government Departments and the non-official bodies concerned with the question. In April, 1922, an Ordinance was passed enabling the measures that were found necessary to be put into effect. Under the direction of the Commission, and with the powers so provided, an intensive effort has been made to rid Palestine of this pest.

The Department of Health has been reinforced for this purpose by a Survey Section, generously sent from America by the International Health Board of the Rockefeller Foundation. It has had the active co-operation also of a Malarial Research Unit sent by the Jewish Joint Distribution Committee of America. The Palestine Jewish Colonisation Association (Edmond de Rothschild Foundation) has undertaken and

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nearly completed the drainage of a large swampy area—the Kabbara—in the plain between Jaffa and Haifa, together with other minor works. The Jewish agricultural colonies that have been newly founded have made it their first task to eliminate any marshes or pools that might exist in their neighbourhood. The Arab population has not been slow to appreciate the significance, and the benefit, of such work. The municipalities of the towns and the peoples of many of the villages, under the direction of the Government medical officers and engineers, have been active in draining swamps where they existed, and in canalising marshy streams. Wells have been covered; great numbers of the rain-water cisterns, which provide the chief water supply in the towns, have been provided with pumps and sealed up; a further number, and other possible breeding-places, are regularly oiled—a film of oil on the surface of the water being effective in killing the mosquito larva when it hatches.

Through the activity of these various agencies a total of 170 kilometres of drainage canals and ditches have been constructed, affecting an area of 5,574 acres of marshy ground. No fewer than 45,000 wells, cisterns, and cess-pits, are now being regularly oiled; the actual number of oilings is over 700,000 a year.

The result of this work has been remarkable. The Anopheline mosquito has disappeared from the larger towns, except Haifa. In those towns new cases of malaria are now almost unknown. With regard to Haifa, a scheme for the drainage of the marshes of the Kishon River, which adjoin one end of the town, has been elaborated and its application is now under consideration. In most of the the smaller towns similar results have been obtained. Jenin and Beisan which, during and after the campaign, were regarded as particularly unhealthy stations for troops on account of malaria, are now entirely free from it. Almost the whole of the Jezreel Valley, formerly very malarious, has been cleared of the disease.

Much yet remains to be done. There is a great swamp adjoining Lake Huleh, in the extreme north of Palestine. The Turkish Government had agreed to grant a concession, for the drainage and cultivation of this area, to certain residents of Syria. The present Administration has entered into an agreement for the grant of a revised concession with a similar object; but as yet no effective steps have been taken by the concessionnaires to carry out the undertaking. There are several swamps still remaining in other parts of the country, with which it is hoped to deal at an early date; and there are, of course, innumerable breeding-places for mosquitoes, scattered throughout the open country, which can only be eliminated as settlement and cultivation extend. But what has already been accomplished is a source of deep satisfaction to the Government and to the bodies which have co-operated with it. The results

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have been of incalculable benefit to the people. They are the best argument, and the strongest incentive, to further effort on the same lines.

The campaign against malaria, however, of prime importance as it is, has commanded only a fraction of the activities of the Department of Health. In other parts of its field that Department has again enjoyed the invaluable co-operation of a number of voluntary bodies. Religious and philanthropic societies—British, French, Italian, German, Swedish—find in the Holy Land a duty of assistance. Working on parallel lines is the large and efficient Hadassah Medical Organisation established in Palestine by American Zionists, and there are other Jewish bodies. By them, and by certain of the municipalities, has been undertaken the task, in particular, of providing the greater part of the hospital accommodation necessary for the population. They co-operate also in another campaign that has been actively pursued in Palestine—against eye-diseases, which, as in other Eastern countries, have been distressingly prevalent among the people. Results are already apparent from the measures that have been taken. Constant inspection, and treatment, when necessary, of the eyes of the children in the schools—50,000 school children are kept under medical observation for trachoma; the work, on an extensive scale, of the Eye Hospital at Jerusalem of the Order of St. John, the training of nurses in the treatment of eye-diseases, under the auspices of that hospital, for service at eye clinics in various parts of the country—these are beginning to have an effect upon a scourge that has long afflicted the poorer classes of this population.

Close attention has been paid to the sanitation of the towns and the larger villages. A water supply, which will average seventy million gallons a year, has been brought to Jerusalem, through the enterprise successively of the Military Administration, the Civil Administration and the Municipality. Water supplies have been improved in many other places. Infant Welfare Centres and Clinics have been established, mainly through the effort of non-official bodies, in six towns. Complete courses of training for nurses and midwives are given, both by the Government, by British Missions and by the Hadassah Organisation; ninety-one women have already qualified as nurses and twenty-three as midwives. Three Government and six non-Government laboratories carry on bacteriological and other medical work. The Health Department exercises a control over medical practitioners, dentists and pharmacists, and over midwives. It provides for the quarantine and disinfection of immigrants and of the pilgrims returning from Mecca. It inspects and regulates trades and industries that are liable to cause injury to the health either of employees or of the public. To make head against rabies, which has been prevalent from time to time, it supplies anti-rabic treatment, and it has effected the destruction of many thousands of jackals and pariah dogs.

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In November, 1924, a " Health Week " was organised, on the initiative of the Hadassah Unit and with the active co-operation of the Department of Health and of other bodies As part of the propaganda for the improvement of sanitation, a small exhibition of appliances, models and diagrams was opened for fourteen days in Jerusalem, with free admission. It is an illustration of the keen interest of the people in health problems, and the desire for progress which now prevails in a country where, not long ago, disease and suffering were accepted with fatalistic resignation, that there were no fewer than 30,000 admittances to the Exhibition among a population of under 70,000.

EDUCATION.

This keenness prevails also in the sphere of education. The Arabs, a quick-witted people, are beginning to recognise how much they are handicapped by illiteracy. Not only in the towns, but in many of the villages as well, they are eager for the opening of schools, and display their eagerness by subscribing voluntarily considerable sums for their establishment. The Government announced, in December, 1920, that it was prepared to undertake the cost of maintenance of a certain number of village schools, if the villagers themselves would provide the buildings. There ensued an active competition to obtain these new schools. In less than three years 190 were established, and the number could have been largely increased if the financial situation had not compelled suspension of the programme. Among the Jews the demand for educational facilities is at its maximum, and nearly all the Jewish children, of both sexes, attend school, a large proportion proceeding to secondary and technical education.

There are now in Palestine 314 Government and over 400 non-Government schools. The Jewish schools are all in the latter category. In it are included also a number of schools conducted by missionary bodies of several denominations and nationalities, owing to whose efforts the percentage of children belonging to the Christian communities who attend schools is high, compared with the percentage among the Moslems. There are twenty Arab voluntary schools, of which twelve have been established since 1920.

The Government has opened secondary sections at certain of the elementary schools in the towns, and possesses two Training Colleges, one for men and one for women. The former of these combines the functions of a training college for teachers and of a secondary boarding school. Peripatetic teachers are employed by the Education Department to travel among the Beduin and give elementary instruction to their children; they are welcome guests among the tribes. In the total, some 48,000 children aged from 5 to 14, and some 10,000 aged from 15 to 18, receive a measure of education in Palestine, being about 34 per cent. of the boys, and 24 per cent. of the girls, between the ages of 5 and 14.

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Scouting is popular among the boys, and there are now 1,600 boy scouts enrolled; the girl guide movement has also been introduced in some of the Christian and Jewish girls' schools.

Under the auspices of the Attorney-General's Department, a Board of Legal Studies was established in October, 1920, under a British Director; it has organised courses in law subjects in Arabic and Hebrew. No fewer than 250 students have attended these classes; not all of them, however, propose to practise the law as a profession.

Antiquities.

Since the special interest of Palestine to the world at large lies mainly in its historical associations, archaeology has here an exceptional importance. The Mandate under which the country is governed lays emphasis upon the duty of the Administration in this regard. There is undoubtedly a wide field in Palestine for exploration and research, as well as a pressing need for measures of preservation. A Department of Antiquities was established in July, 1920, and the legislation necessary to make its work effective was enacted soon after. Under capable and scholarly direction, the Department has already achieved much for the protection of the known antiquities and for the promotion of further discovery. In this sphere, as in others, the special claims of Palestine led organisations in other countries, for many years past, to engage in activities here, and their enterprise now supplements the action of the State. British, French and American Schools of Archaeology are established in Jerusalem. Work in the field has been undertaken by those bodies, by the Palestine Exploration Fund, founded sixty years ago, by expeditions promoted by other organisations of various nationalities, and by a Palestine Jewish Archaeological Society. To harmonise these activities, an International Board has been formed, which consists of local representatives of the bodies interested, under the chairmanship of the Director of the Department; it advises on all matters of importance relating to archaeological work in Palestine, including, in particular, the allocation of permits to excavate.

The results already achieved by exploration are of interest in themselves and of encouragement for the future. In addition, a list has been made of all the known historical sites. A museum has been established at Jerusalem which, although at present on a small scale, contains many objects of interest. It is remarkable that, in this comparatively small town, besides the ordinary attendance on other days, over a thousand persons visited the museum each Saturday during the greater part of last year.

Useful work in several directions has been done by the Pro-Jerusalem Society, founded by the Governor of the city, Sir Ronald Storrs, soon after the occupation. The Society has encouraged arts and crafts, employs a qualified architect and

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town-planner to advise on the development of the town, and has collected £15,000 in subscriptions and spent it on the prosecution of its work. Chief among its activities has been the protection of the antiquities and of the amenities of the ancient city. Modern Jerusalem is spreading far and wide over the hills that surround Moriah and Zion. It is a town full of enterprise and activity, demanding, and to some extent securing, the facilities and public services that are essentials of Western civilisation. But the old Jerusalem remains. It lives on within its mediaeval walls and towers, which surround it, still complete. It is compact, thronged, uneven, typically oriental. Within it, sedate and apart, is one of the most beautiful groups of buildings in the world, the Haram-es-Sharif, occupying the site of Solomon's Temple. Pervaded by the most sacred religious associations, old Jerusalem is a magnet that draws tens of thousands of pilgrims and travellers from all quarters of the earth. To preserve unchanged its ancient character and its charm, to eliminate such vulgarities as had crept in and to prevent the invasion of others, is the plain duty of those who are charged with the guardianship of the city. The Government of Palestine, aided by the Municipality of the town and by the Pro-Jerusalem Society, has endeavoured to fulfil this trust.

Throughout the country, also, efforts have been made in various ways to maintain the standard that should mark the Holy Land. Public gaming and lotteries are prohibited. Cinema films are subject to censorship. Branches of the Royal Society for the Prevention of Cruelty to Animals are active in some of the towns. The liquor traffic is controlled. Houses of ill-fame have been almost entirely suppressed. And—a point seldom observed by the visitor, for a negative fact is not often noted—the country is free from disfigurement by advertisements. An Ordinance, enacted in July, 1920, before any vested interests had appeared, restricts the posting of placards to notice boards, provided in suitable places by the municipalities, and to railway stations. In this one country at least, the beauties of the landscape and the amenities of the towns are free from the intrusion of the hoarding.

A number of women, British, Palestinian and others, have formed a Palestine Women's Council, representing over fifty organisations in the country, and affiliated to the International Council of Women. This body keeps a watch upon many questions of social welfare, helps to mould public opinion with regard to them, and offers valuable suggestions to the central and district administrations. It has also established a small home for wayward girls, which is utilised as a State reformatory. The Government has in its service as a full-time officer an Englishwoman, charged with the duty of inspecting the prisons and other government establishments, and of proposing measures relating to the welfare of women and children and the prevention or suppression of social evils.

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I pass on to deal with economic development. In agriculture, in industry and in commerce, there are satisfactory signs of activity and of growth.

Agriculture.

Although nearly two-thirds of the population of Palestine are engaged in agriculture and allied occupations, the country districts are thinly peopled and, for the most part, poorly cultivated. I shall deal in a subsequent section with the work of the Jewish colonists. By far the greater part of the cultivable area remains in the hands of the Arabs. Each year a considerable portion of this is left untilled. The methods of cultivation employed are usually primitive. Until recently land was rarely manured; when one patch was exhausted another was ploughed. Many villages had suffered severely by the felling of olive trees for fuel and by the loss of their ploughing animals during the war. The few forests that had survived till then were almost all cut down during those years. The characteristic that, to the European eye, most distinguishes the typical Palestinian scene is its absolute bareness of trees.

To redeem these conditions a number of measures have been taken. In the first place the Military Authorities made an arrangement with the Anglo-Egyptian Bank for the advance to the Administration of a considerable sum, to be used for loans to cultivators. In the five years that followed £E562,000 has been lent, mostly in small sums, on the security of land or crops. These loans have enabled the peasants to buy animals and seed and in many ways to restore their holdings. They went far to save the situation for the agriculturists of Palestine. Of the sum lent £E405,000 has been repaid up to the present date by the borrowers to the Government and by the Government to the Bank.

Next, a Department of Agriculture and Forests was established, which, within the limits of the funds allotted to it, has been active in protecting and forwarding the interests under its charge. An expert staff gives instruction in the villages, promotes the use of improved implements and methods, including the employment of chemical manures, encourages especially the development of fruit-growing, of the poultry industry, and of the production of the honey, with which once the land was "flowing." It assists the farmer to deal with diseases among his animals and with pests among his plants, teaches him to use gassing machines for the destruction of field-mice, sometimes a source of serious loss, fumigates for him his orange trees if they are affected by scale, prepares measures beforehand to meet an invasion of locusts if one should occur, protects his cattle from imported diseases by means of quarantine stations at the frontiers and veterinary control at the ports, and in a score of ways acts as the cultivator's guardian and friend. All this activity, together with the object lesson of the results obtained by the practice of

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modern agriculture in the Jewish villages that are dotted over many parts of the country, has had an effect. Some of the Arab villages are beginning to adopt improved methods, and a larger number than before are specialising in crops that are more remunerative than cereals.

With respect to afforestation, the work of the Department has been severely restricted by the inadequacy of its budget, but it has demarcated certain uncultivated State lands as protected forest areas; it has fostered regrowth from the stumps still existing in the destroyed forests, has planted about a million trees, and, through the nurseries it maintains, has facilitated plantation by others. Altogether four to five million timber and fruit trees have been planted in these years in Palestine. The Department has conducted successful experiments also in the planting of grasses and trees on sand dunes—a matter of great importance, for the line of dunes along the coast is slowly advancing inland: it has already overwhelmed a considerable area of cultivated land, and, unless stopped by planting, will certainly prove fatal to the adjoining cultivation.

Another noteworthy measure relates to tobacco. The climate and much of the soil of Palestine are eminently suited to the growth of tobacco; its manufacture is possible anywhere. But under the Turks a monopoly of manufacture and sale was vested in the hands of the Tobacco Régie, and, for the protection of that monopoly from contraband, the cultivation of tobacco was prohibited in several parts of the Turkish Empire, including Palestine except in a few villages in the north.

No long investigation was needed to prove the harmfulness of this monopoly, and, with the approval of His Majesty's Government, it was abolished in 1921. There followed two years of experimenting by private enterprise, aided and advised by the Agricultural Department. In a considerable number of villages very satisfactory results were obtained, and the production of tobacco of excellent quality was shown to be possible. In 1924 a wave of enthusiasm for tobacco cultivation passed over the country. Thousands of acres were devoted to it, both in Arab and Jewish villages. No less than 1,800 tons of leaf were produced; about one-half of the yield is being consumed in the country and the other half exported. The good quality of a large part of the crop, and the remunerative prices obtained, indicate that here may be found one of the chief future sources of the agricultural wealth of Palestine.

Meantime, the one factory which existed in Palestine before the war, that belonging to the Régie Company employing 150 workers, has been replaced by eleven new factories employing a total of about 360 workers. The Government is deriving a revenue from tobacco, in excise and in customs, estimated at over £E100,000 for the current year, and prices to the

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consumer have fallen. When account is taken of all these factors—the advantage to agriculturists, the employment offered in industry, the revenue accruing to the State and the cheapening of the commodity to the people—what has occurred in Palestine may furnish to political economists yet another example of the evils of monopoly and the benefit of abolition.

The various measures that I have described, together with the growth of the area under Jewish cultivation to which I shall refer later, and, not least important, the recent rise in the general level of agricultural prices, have combined to rescue the country districts of Palestine from the depth of depression into which they had fallen. Large numbers of the Arab peasantry are still exceedingly poor. Their poverty is due sometimes to an infertile soil, sometimes to a deficiency of water, sometimes to lack of industry, and sometimes to the exactions of landlords, or to improvident borrowing at exorbitant rates of interest; these causes are usually combined with primitive methods of cultivation. But there is good ground for believing that the poverty-stricken are becoming fewer, and the comparatively prosperous more numerous, than they were. There is no doubt that the area of cultivation, in the country as a whole, has extended, and many new houses are being built in the villages in every part of the country.

A further indication of the comparative state of agriculture is given by the annual enumeration of the sheep, goats and camels that is made for the purpose of tax on those animals, levied under a Turkish law still in force. That test shows a satisfactory result. In 1920 there were enumerated 540,000 of those animals; in 1924, 836,000. Part of this large increase in the return may be due to more efficient enumeration in the later year, but much of it unquestionably represents a rapid growth in the number of animals possessed by the people.

Fisheries.

Among the fiscal reforms that have been carried out has been the abolition, in 1921, of the Turkish tax of 20 per cent. levied on the value of all fish caught; a tax not only onerous in itself, but destructive of the fishing industry through the restrictions imposed by the method of collection. The fishermen have been slow to take advantage of the better conditions that now prevail, but recently there have been signs of a revival, and the catch of 1924 was double that of the previous years. Measures have been taken to protect the fisheries in the Sea of Galilee, which are not now so prolific as they are reported to have been of old.

Industry.

Before the war, industries were almost non-existent in Palestine. A few factories, in the Arab town of Nablus and elsewhere, made soap from olive oil by simple processes. Baron

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Edmond de Rothschild had established the manufacture of wine on a considerable scale in some of the older Jewish colonies. For the rest there was little beyond the usual village hand-industries. The practical interest that is now being taken in Palestine by Jews throughout the world, and especially the tendency of a number of industrialists in Poland and in Russia to invest their capital and to employ their experience in establishing factories and workshops here, are rapidly changing the situation. If this movement continues at its present rate, in a single generation Jaffa and Haifa will have become the principal manufacturing centres of the Middle East.

Already four establishments on a large scale have been founded—a flour mill, and factories for the production of silicate bricks (made of sand and lime), of vegetable oils and soap, and of cement. The first three have involved a capital expenditure of over £100,000 each, the last of nearly £300,000. Another company is producing salt by the evaporation of sea-water in artificial basins covering 600,000 square metres. The number of smaller enterprises is large. In the Jewish town of Tel-Aviv, which adjoins Jaffa, over seventy have been founded in the last four years —for the manufacture of various textiles, of shoes, of hats, thread, stoves, corks, mirrors, cigarettes, electric batteries, soap, candles, leather, furniture, confectionery, ice, and a score of other products. It is estimated altogether that about 150 industrial enterprises have been founded in Palestine since the war, with a total investment of £E1,200,000 of capital, of which all but £E100,000 is Jewish.

The remarkable development of manufactures in Tel-Aviv has been made possible by the availability of electric power. In 1921 an agreement was signed for the grant, under certain conditions, of a concession for the supply of electricity throughout Palestine to Mr. Rutenberg, a Russian electrical engineer, who had prepared, after prolonged investigation, a scheme for the utilization for this purpose of the water-power of the upper waters of the Jordan and its tributary the Yarmuk. He was to form a company with a capital of not less than £1,000,000. The subscription of a minimum of £200,000, stipulated as a condition of the concession, has been made within the period specified; land is being acquired for the first hydro-electric power station, and it is intended to commence and complete its construction in the near future. Meantime a company, with a capital of £100,000, formed by Mr. Rutenberg under a parallel concession limited to the Jaffa district, has constructed a power station with oil engines at Tel-Aviv, which began working in June, 1923. The larger company is now providing similar stations at Haifa and Tiberias. When the Jordan supply becomes available these stations will be maintained as reserves in case of emergency. So great has been the demand for electricity at Jaffa and Tel-Aviv and their neighbourhood that the two engines of 500 h.p. each, which were first

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installed in the power station there, have already had to be supplemented by a third of 250 h.p. and again by a fourth of 1,000 h.p. The development of industry that has followed from the supply of electric power in this case is a good augury of what may be expected when the Jordan installation is completed and power is available on a large scale throughout the country at cheaper rates. The first hydro-electric station will produce 24,000 h.p. for 24 hours a day; others can be added in the future, as the conditions may demand, up to a total output of 300,000 h.p.

Commerce.

The growth of industries has contributed to an increase in the volume of exports and to a diminution in the volume of imports, which have been features of the recent years. In spite of the general fall in values the exports (including specie) have risen between 1920 and 1924 from £E1,361,000 to £E1,918,000; the value of the imports has been stationary at a little over £E5,400,000. So far as particulars are available of the commerce of Palestine before the war, they indicate that exports in 1913 amounted, in Turkish pounds, to the equivalent of £E1,093,000 and imports to £E1,616,000.

The large difference between the volume of imports and that of exports which now prevails is mainly accounted for by the expenditure in Palestine of sums borrowed or subscribed from abroad. The Imperial Government, for expenditure upon the garrison; the Palestine Government, for expenditure upon public works; the Zionist Organisation and allied bodies, for a variety of purposes; missionary societies, for the maintenance of schools and convents; industrialists, for the erection of factories; tourists, for their accommodation and their purchases, have together brought into the country since the occupation many millions of pounds. These funds, disseminated among the people, have been available, directly or indirectly, for the purchase of goods from abroad, and explain the high figures of importation.

It is of interest to note that, of the imports into Palestine, one-fourth come from the British Empire, more than twice as much as from any other country—except the neighbouring territory of Syria. Of the exports, nearly one-third are sent to the British Empire.

The commercial activity that has prevailed has led to the formation, under the law of Palestine, of 103 limited companies. In addition, fifty-two foreign companies have registered themselves locally with a view to conducting business in the country. Co-operative societies are popular and successful among the Jewish population; sixty-six have been formed for a variety of purposes, and have been registered under an Ordinance that has been enacted for their encouragement and regulation.

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A small department of the Administration was formed in 1920 to promote the development of commerce and industry. It rendered most useful service, but, to my regret, the urgent need of financial economy in 1923 compelled its absorption into the Department of Customs. The present Department of Customs, Excise and Trade is active, however, in watching the requirements of commerce and in meeting them so far as the conditions allow. It has the advantage of frequent consultation with the Chambers of Commerce that have been established in the principal towns.

His Majesty's Government have conferred upon Palestine the great advantage of securing her inclusion in the provisions of the Commercial Treaties concluded between Great Britain and other countries. Although a Mandated Territory, and not, therefore, a part of His Majesty's Dominions, Palestine was also admitted to participate in the Empire Exhibition at Wembley. Her pavilion was thronged by visitors, and brought gratifying financial results to the commercial firms that exhibited.

Palestine has always been a centre of attraction for tourists as well as for pilgrims, but the difficulties of access in earlier days limited their numbers to small proportions. The direct railway communication with Egypt, with her ports and excellent shipping services, has removed this obstacle. As a consequence, the tourist traffic is increasing with rapidity.

Local Improvements.

I have had occasion to mention that the Government has been greatly aided in many departments of its work by the co-operation of a number of non-official bodies. It has had the active co-operation also of the Municipalities, established under Ottoman Law in all the towns, and of the Local Councils, created under new legislation in the larger villages. Municipal enterprise has been active, encouraged and guided by the officials of the District Administration, and almost all the towns have to show, as the result of work done since the war, many street widenings, some new streets constructed, municipal gardens laid out, avenues planted, and, most important of all, water supplies developed and improved.

Legislation.

All this new wine could not be contained in the old bottles. The laws of Turkey were not adequate for the needs of a progressive State. An active Administration, a developing industry and commerce, could not dispense with the facilities and authority that a body of modern Statute Law alone could give. I have mentioned that it has been the policy of the Government not to change the laws which closely touched the lives of the people and to which they were accustomed, except in cases of

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clear necessity. But in many matters, especially on the economic side, the Turkish legislation was hopelessly inadequate. It has been imperative to enact a fresh code of modern commercial law, dealing with Companies, Banking, Insurance, Trade Marks, Patents, Copyright, Railways, Electricity, Mining, and many other matters. In addition, in almost every department of Government, some fresh legislation was found to be unavoidable. With respect to the Judicature, Criminal Law and Procedure, Police, Extradition, Taxation, Sanitation, Immigration, Land Registration, Town-Planning, Antiquities, Diseases of Animals, Agricultural Pests, Game Preservation, Forests and a great variety of other affairs, laws had to be drafted, considered and passed. Altogether no fewer than 130 Ordinances have been enacted during the five years. So heavy a labour would have been beyond the capacity of the Law Officers Department, on whom the main burden fell, and the innumerable technical points involved would have overtaxed the knowledge and experience of my other advisers, if we had not had the advantage in this task of the assistance of His Majesty's Government. The experience of centuries of law-making in all parts of the Empire, and a knowledge of the latest legislation in foreign countries, were placed ungrudgingly at the service of this young Administration. No trouble was too great to aid in perfecting the principles and the details of our somewhat copious legislation. I would express my gratitude for the pains that were taken, and the patience that was shown, in helping the Palestine Government in this part of its task.

Future Work.

It will be readily understood, however, that in all these matters what has been accomplished in so short a period could be no more than a beginning. Whether in legislation or in administration, there is work already in sight which will tax the energies of the Government for many years to come. Plans have been prepared for the execution of many of the measures that are needed.

The principal requirement at present of the commerce and industry of Palestine is the construction of a harbour. They are heavily handicapped by the inconvenience and the costliness of handling goods in the open roadsteads of Haifa and Jaffa. An eminent consulting engineer was invited by the Palestine Government to examine the situation; he has presented a report, which has received the closest consideration. It has been recommended that a deep-water harbour should be built at Haifa, and that several minor works should also be carried out to improve the present very inadequate facilities at Jaffa. The best method of financing the harbour construction is now under examination, and the details of the Jaffa improvements are being elaborated by a local Commission.

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Various railway improvements are needed. A project is in course of preparation for diverting the main line of railway—constructed during the war with a natural regard for military rather than for commercial needs—so as to pass through Jaffa and Tel-Aviv. There is a proposal also for extending the line northward from Haifa to the Syrian frontier, to join with a new line, the construction of which has been under consideration by the French Authorities, from the frontier to Beirut, and onward from there to connect with the Turkish and European systems.

The land system of the country was left under the Turks in a state of complete confusion. There was no cadastral survey; a system of registering land transactions existed, but the Registration Officers were notoriously corrupt, titles were uncertain and a source of innumerable disputes; the valuation was wholly out of date; the bad cultivation of much of the land was due to undetermined or scattered ownership. In January, 1921, a Department of Surveys was created and a survey of the whole country initiated. The major triangulation and other preliminary work has been completed and areas covering 1,100 square kilometres have been mapped in detail. This work is steadily proceeding and should soon be sufficiently advanced to render possible the commencement of a proper land settlement, a definite registration of titles, and a revaluation. Reform of the system of taxation would follow. The Palestine Government recently enlisted the services as an adviser of Sir Ernest Dowson, formerly the head of the Department of Surveys in Egypt and afterwards adviser there to the Ministry of Finance. He has spent some months examining the local conditions and is about to present a series of recommendations on which it is intended that early action should be taken.

Projects are on foot for the development of such natural resources as are known to exist in Palestine; a qualified geologist is employed by the Administration to assist in their consideration. Chief among those projects are schemes for the exploitation of the valuable minerals contained in the waters of the Dead Sea. It is proposed also to develop the use of the hot springs at Tiberias, to which resort has been had for curative purposes for many centuries. The construction by a private enterprise of a modern hotel and bathing establishment is projected there, as well as the construction of new hotels in Jerusalem and elsewhere, a necessary condition for the development of the tourist traffic.

Plans are under consideration for the improvement of several of the town water supplies and drainage systems and for water conservation and irrigation in the agricultural districts. For some of these and for other purposes of development, as well as for the funding of the Administration's temporary borrowings, a Government loan has been for some time contemplated.

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The currency of Palestine has been furnished from Egypt. It has been decided that a local currency should be established, under the control of an Official Currency Board in London, the notes being issued by the Board and fully covered by securities to be held in London. An arrangement for easy exchange into British currency would ensure the maintenance of parity with the sovereign. Although the high value of the Egyptian currency, which has been in use, has sometimes been regarded in Palestine as a disadvantage, through hindering producers in their competition with countries with depreciated currencies, experience has taught the great benefit in the long run of a stable exchange, approximating as nearly as may be to gold value.

The standardization of weights and measures, at present subject to many local variations, is another matter to which attention has been given and on which it is hoped that action may be taken before long.

In the sphere of education the principal development which is in prospect in the near future is the establishment of two important new institutions—one an Agricultural School, in which the language of instruction will be Arabic; the other, a school the character of which is not finally determined, in which the language of instruction will be Hebrew. These undertakings have been made possible by a munificent bequest, entrusted to His Majesty's Government for such purposes, by the late Sir Ellis Kadoorie, a Jewish merchant of Hong Kong and Shanghai. It may later be decided that the Government's Training College for teachers shall be moved to the neighbourhood of the Agricultural School, so that the new entrants into the teaching profession may be instructed in elementary agriculture and be qualified to give an education in the village schools of a more practical value than that which it is possible at present to provide.

Finally, there remains much to be done in the sphere of legislation. A reform of the Penal Code has been elaborated. Several measures for the improvement of the conditions of labour have been recently under preparation, a branch of legislation which is rendered specially difficult by the presence side by side of bodies of labour belonging to two different types of civilisation.

I turn to the political aspect.

The Jewish National Home.

The fact that has dominated the situation in Palestine has been the Declaration, made on behalf of the British Government by Lord Balfour, then Secretary of State for Foreign Affairs, on 2nd November, 1917. It was in the following terms:—

> "His Majesty's Government view with favour the establishment in Palestine of a National Home for the Jewish people, and will use their best endeavours to facilitate the

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achievement of this object, it being clearly understood that nothing shall be done which may prejudice the civil and religious rights of existing non-Jewish communities in Palestine or the rights and political status enjoyed by Jews in any other country."

The Declaration was endorsed at the time by several of the Allied Governments; it was reaffirmed by the Conference of the Principal Allied Powers at San Remo in 1920; it was subsequently endorsed by unanimous resolutions of both Houses of the Congress of the United States; it was embodied in the Mandate for Palestine approved by the League of Nations in 1922; it was declared, in a formal statement of policy issued by the Colonial Secretary in the same year, " not to be susceptible of change; " and it has been the guiding principle in their direction of the affairs of Palestine of four successive British Governments.

The policy was fixed and internationally guaranteed. But what meaning was to be set on the phrase " A National Home for the Jewish People "?

There were some among the Jews, scattered throughout the world, who, inspired by the hopes of two thousand years, and filled with enthusiasm at the prospect now opened before them, expected to see immediately a mass movement of the people into what was once again the Promised Land. In the excitement of the moment difficulties and obstacles were ignored. The presence of more than half a million Arabs, owning most of the soil, was forgotten; the fundamental importance of retaining the approval and support of British public opinion was not recognised; considerations of employment and livelihood were brushed aside, and fervid imaginations saw a rapid occupation of the country by great numbers of Jews, hurrying from the lands in which they were oppressed, the consequent creation, within a few years, of a Jewish State, the sudden fulfilment in almost apocalyptic fashion of the most far reaching of the ancient prophecies.

For many years a body with branches in many countries, the Zionist Organisation, had given form and direction to the desire, innate among the Jewish people, for a return, in some manner, and at some time, to the Holy Land. The leaders of this Organisation were for the most part practical men, fully acquainted with the conditions of the problem by which they were faced. The Organisation gave no support to these visionary views.

But the Arab population of Palestine were well aware that they were entertained, by some at least among the Jews. They did not know how far attempts would be made to realise them in practice. They did not know how far they could in fact rely upon the second half of the Balfour Declaration, which guaranteed the rights of the existing population of the country. What if, on the strength of the first part of the Declaration, a large majority of Jews were rapidly brought into Palestine under British protection, and then the British were to withdraw,

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leaving the application of the second part to a local government dominated by that majority? Belonging to families or tribes most of which had been rooted in the country for centuries, regarding themselves as trustees, on behalf of the Moslem world, of shrines which were among the most sacred of their religion, they viewed with real alarm the prospect which appeared to threaten them. Reassuring statements were made from time to time; but in the pressure of after-war events they were delivered with little authority or emphasis and had but little effect. The Arabs organised a political movement to resist the menace of Zionism, as they understood it. Many of the best known men in the country, both Moslem and Christian, previously as a rule antagonistic to one another, united in this movement. Propagandists were sent through the towns and villages to stir up the people. Some believed, and many asserted, that the Jews were coming at once in masses, that they would take away the lands of the Arabs and rob them of their Holy Places. Many parts of the country were thrown into a state of unrest. The outcome was seen in the disturbances of which mention has been made. In the riots in Jerusalem at Easter time in 1920, and in Jaffa and its neighbourhood in May, 1921, 104 persons lost their lives, 407 were injured, and extensive damage was done to property.

Outside Palestine, both among Jews and non-Jews, there was much uncertainty as to the real intentions of British policy. Above all, it was asked, what was the meaning of the word "national" in the Balfour Declaration? In the languages of Eastern Europe, the words that translated "nationality" were not regarded as corresponding to "citizenship." In Russia, in Austria, in Turkey, men were accustomed to speak of several distinct "nationalities" being members of the same State. Conversely there was to them nothing strange in the idea of people, belonging to a single Jewish "nationality," being resident in various countries, and being citizens of those countries. In Western Europe, on the other hand, the term "a national" denoted the same thing as the term "a citizen." All the members of a State must be of that "nationality." Residents who were not, were aliens. People of the same "nationality," also, could not normally be citizens of different States. Although the Balfour Declaration stated categorically that in its application "nothing should be done which might prejudice the rights and political status enjoyed by Jews in any other country," it was asked by some whether that provision could really be consistent with the use of the phrase "a National Home for the Jewish People." If the Jews were declared to be a "people," and entitled to a "national home," a member of that people, it would seem, must possess that nationality. But if he were already a national of England, for example, or of France, or of the United States, was the citizenship that he cherished, unaffected by this, or was it not? The Balfour Declaration asserted that it was unaffected. But could it, in logic or in practice, so remain?

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As a result of these doubts, many Jews, patriotic citizens of the countries in which their families had lived, often for generations, regarded the Declaration, and indeed the whole Zionist movement, with embarrassment, and sometimes with hostility. Others, equally patriotic, held the contrary view. They pointed to the specific language of the Declaration itself. They refused to engage in fine-drawn discussions as to the meaning of " national " and "people." They were deeply interested in the return of a body of their co-religionists to Palestine; they wished to see the movement succeed, and were ready to help in promoting it; and at the same time they saw no reason why they should not remain, in spirit and in action, as loyal citizens of the States to which they belonged as if Palestine had not entered the field of political discussion and as if the Balfour Declaration had never been made.

It was imperative that all these doubts should be removed and the situation cleared. The Zionists, the Arabs, the Jews throughout the world, were entitled to know exactly where they stood. The case could be met in only one way, by a formal and authoritative statement of policy on the part of the British Government.

After two years of experience of conditions in Palestine I returned to London in May, 1922, in order to represent to Ministers the necessity of such a statement. The recommendation was accepted; a statement was drawn up with much care, and it was presented to Parliament as part of Command Paper No. 1700, in June, 1922.

It is desirable that I should recall here the purport of that statement, which determined the course along which the Palestine Administration has since proceeded.

In the first place, with a view to removing misapprehensions, the statement made clear what was *not* the Government's interpretation of the Balfour Declaration. It did not mean that the purpose in view was to create a wholly Jewish Palestine. It did not contemplate the disappearance, or the subordination, of the Arab population, language or culture. The terms of the Declaration did not propose that Palestine as a whole should be converted into a Jewish National Home, but that such a Home should be founded *in Palestine*. It was pointed out also that the Zionist Organisation had not desired to possess, and did not possess, any share in the general administration of the country. Finally it was made clear that the " nationality " to be acquired by all citizens of Palestine, whether Jews or non-Jews, whether for the purposes of domestic law or of international status, would be " Palestinian," and nothing else.

The statement then proceeded to define positively what the Balfour Declaration did mean, and continued in the following terms :—

" During the last two or three generations the Jews have recreated in Palestine a community, now numbering 80,000, of

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whom about one-fourth are farmers or workers upon the land. This community has its own political organs, an elected assembly for the direction of its domestic concerns, elected councils in the towns, and an organisation for the control of its schools. It has its elected Chief Rabbinate and Rabbinical Council for the direction of its religious affairs. Its business is conducted in Hebrew as a vernacular language, and a Hebrew press serves its needs. It has its distinctive intellectual life and displays considerable economic activity. This community, then, with its town and country population, its political, religious and social organisations, its own language, its own customs, its own life, has in fact " national " characteristics. When it is asked what is meant by the development of the Jewish National Home in Palestine, it may be answered that it is not the imposition of a Jewish nationality upon the inhabitants of Palestine as a whole, but the further development of the existing Jewish community, with the assistance of Jews in other parts of the world, in order that it may become a centre in which the Jewish people as a whole may take, on grounds of religion and race, an interest and a pride. But in order that this community should have the best prospect of free development and provide a full opportunity for the Jewish people to display its capacities, it is essential that it should know that it is in Palestine as of right and not on sufferance. That is the reason why it is necessary that the existence of a Jewish National Home in Palestine should be internationally guaranteed, and that it should be formally recognised to rest upon ancient historic connection."

In subsequent sentences it was added : " For the fulfilment of this policy it is necessary that the Jewish Community in Palestine should be able to increase its numbers by immigration. This immigration cannot be so great in volume as to exceed whatever may be the economic capacity of the country at the time to absorb new arrivals."

The statement was sent before publication to the Zionist Organisation with a letter, written on behalf of Mr. Churchill, then Secretary of State. In that letter it was said that he regarded it as essential, " not only that the declared aims and intentions of your Organisation should be consistent with the policy of His Majesty's Government, but that this identity of aim should be made patent both to the people of Palestine and of this country, and indeed to the world at large. . . . He would accordingly be glad to receive from you a formal assurance that your Organisation accepts the policy as set out in the enclosed statement and is prepared to conduct its own activities in conformity therewith." The Organisation in reply gave an unqualified assurance in the sense desired, and added that " it has at all times been sincerely desirous of proceeding in harmonious co-operation with all sections of the people of Palestine. It has repeatedly made it clear both in word and deed that

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nothing is further from its purpose than to prejudice in the smallest degree the civil or religious rights or the material interests of the non-Jewish population."

There was in London at that time a delegation of the Palestine Arab Executive, a committee which then represented a large body of organised opinion in Palestine. The statement was sent to them also. It did not succeed in effecting any change in the delegates' attitude, which was one of intransigent opposition. The ultimate effect, however, of the definition of policy upon Arab opinion in Palestine was very considerable; combined with other causes, it helped to bring about the marked change in the situation to which I made reference at the outset of this report.

To the nature of those causes, and to their results, I shall return later. I would desire now to describe what progress has so far been made in the work of establishing a Jewish National Home, such as was contemplated in the Balfour Declaration and in the statement of June, 1922.

Jewish Immigration.

At the time of the Armistice, the Jewish population, which had probably diminished considerably during the war, was estimated to number about 55,000 persons. The pressure to enter the country was then, and has since remained, very great. The intense feeling for Palestine, traditional among the Jews for ages; the example of the Jewish agricultural colonies, founded in the previous thirty or forty years in Palestine, largely through the energy and the munificence of Baron Edmond de Rothschild of Paris; the facilities for immigration now offered through the funds subscribed by Zionists all over the world; on the other hand, the disabilities, the antagonisms, sometimes the persecutions, to which the Jews were subjected in many countries of Eastern Europe—all these combined to set flowing towards Palestine a tide of immigration, fed by a thousand streams, which, if it had not been regulated, would have overwhelmed, economically, the small and undeveloped country towards which it was directed. Upon the Palestine Administration fell the invidious task of confining this tide within the limits that the situation imposed.

A Department of Immigration and Travel was constituted (since converted, for reasons of economy, into a special branch of the Secretariat). An Ordinance for the regulation of immigration was enacted. Officers of the Administration were stationed at the ports and frontiers, and one was sent first to Trieste, afterwards to Warsaw. The special duty of these officers was to examine the immigrants and enforce the control imposed by law. A careful investigation was made periodically of the demand for

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labour in the country; a schedule of the different classes of workmen who could be admitted as immigrants was drawn up accordingly. This schedule was communicated to the Zionist Organisation, after provision had been made for individual applications for immigrant labour addressed to the Government direct. The Organisation, through its branches in various countries, then made application to the British consulates for permits for individuals, within the limit of numbers, and belonging to the classes, specified in the schedule. Special arrangements were made for non-Jewish or non-Zionist workpeople, for persons who had means sufficient for their support, for persons of religious occupation, belonging to all creeds, for returning residents, for the families of persons already resident in the country, and for pilgrims, tourists and other travellers. This machinery continues substantially unchanged. It involves no expense to the tax-payer of Palestine, its cost being more than met by the fees paid by, or on behalf of, the immigrants, and by the travellers.

On the whole, the system works successfully. It is, of course, a difficult matter to gauge in advance the precise demand for labour and to regulate admissions so that the workpeople at any moment shall be neither too many nor too few. The world-wide depression of 1923 resulted, in Palestine, in the unemployment, during the winter of that year, of about 2,000 Jewish workers, who were mostly immigrants; others were working short time. The revival of the following year absorbed the surplus, and although a considerable increase was allowed in the flow of immigration, the labour market recently has probably been under- rather than over-stocked.

Between the 1st of September, 1920, and the 28th of February, 1925, the total number of immigrants into Palestine has been 48,252—of these, 46,225 were Jews and 2,027 non-Jews. Of the 31,542 Jews who entered between the 1st of January, 1922, and the 28th of February, 1925, 12,944 were men, 10,119 women, and 8,479 children under sixteen. Thirty-two per cent. of the men who entered since the 1st of January, 1922, belonged to the working class. There have been no reliable figures, until recently, of the extent of re-emigration, but it is probably not more than one in ten of the immigration. The effect of these movements, together with the natural increase through the excess of births over deaths, has been that the Jewish population, which, as I have said, was estimated to be 55,000 at the time of the Armistice, was found to be 84,000 when a census of the country was taken in October, 1922, and is estimated to be 108,000 in March, 1925.

The Jewish Population.

The Jews of Palestine belong to a variety of types. They vary in the degree of their religious orthodoxy, in the characteristics they bring from the countries of their provenance, in their attitude towards social and political questions.

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There are rabbis and laymen to whom the ancient religion is alone of importance, and in whose lives the study of the Law and ritual requirements are the chief concern; they accept the support provided by the pious in other lands, or, indifferent to comforts, live as best they can from such precarious resources as they may command. There are eager young workers, essentially modern, who have rejected the letter, though they often retain the spirit, of the religion; intellectual, they are nevertheless keen to engage in manual work in the up-building of the country; they may be inspired by the past, but they live actively in the present, and are moving consciously towards a planned future. Between these types there is every gradation and combination of creed and outlook.

There are in Palestine Oriental Jews from Bokhara and Persia and Iraq, and there are University men and women from New York and Chicago. There are Jews from the Yemen, of small stature and with gentle, refined features, good craftsmen in silver and ivory, or good labourers on the farms; and there are agricultural experts from the colleges of France, engineers from Germany, bankers from Holland, manufacturers and merchants from Poland and Russia. There are students and writers, doctors and lawyers, architects and musicians, organisers and social workers, from Eastern Europe and Western, from Asia and America. Among all these, some are conservative in temperament; some are eager above all for social progress. Those who are interested in politics have organised themselves into half-a-dozen distinct parties or sections; others are indifferent.

Taking a general view, it may be said that at least one-half of the present Jewish population come from Eastern Europe; that those who are strictly orthodox in religion are a minority, those who are wholly irreligious are also a minority, and the mass lie between; that the majority are politically inclined, and progressive in their views; that communists are few, and those who may be regarded as revolutionary or "Bolshevist" are a group negligible in numbers; and that three-fourths of this population live at present in the towns and one-fourth in the agricultural colonies.

The Agricultural Aspect.

Although the Jewish population outside the towns is only a fourth of the whole number, it is the movement to the land on which Zionism sets most store and on behalf of which the greatest effort has been made. It is recognised that a people of town-dwellers, fed by the produce of others, without roots in the soil, will be far from possessing the characteristics of a "nation." So, as a first step, funds have been subscribed from all over the world for land purchase.

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The total area of Palestine may be estimated at nearly 10,000 square miles. In the absence of a survey it is not possible to give a precise figure. Large tracts of this are barren mountain or dunes, or, in the south, sandy desert. The cultivable area is probably about one-half of the whole. Before the war, Jewish organisations, groups or individuals, possessed about 177 square miles of this. The figure has now been increased to 319 square miles, including certain properties, the purchase of which is now being completed. This is still only a little over 6 per cent. of the area fit for cultivation.

The Mandate for Palestine requires, in its sixth article, that the Administration, " while ensuring that the rights and position of other sections of the population are not prejudiced, shall facilitate Jewish immigration under suitable conditions and shall encourage . . . close settlement by Jews on the land. including State lands and waste lands not required for public purposes." It has not been found possible, however, to go far in giving effect to this last provision. On most of the State lands Arab cultivators are settled, and possession cannot be transferred to others without injustice, and without infringing the clause in the article itself inserted for their protection. Most of the rest is waterless or rocky; to attempt close settlement upon it would be to invite certain disaster. It has been mentioned that for a large area of swampy ground in the upper valley of the Jordan a concession, for drainage and cultivation, had already been granted to certain Syrian applicants by the Turkish Government, and an agreement has been entered into for the grant of a revised concession to representatives of the original concessionnaires. Apart from some areas of minor importance, the only instance in which it has been possible as yet to apply this provision of Article VI of the Mandate has been in the case of the swamps of the Kabbara, to which reference has already been made; a stretch of sand dunes adjoining is also included. In this instance an agreement had already been negotiated by the same concessionnaires with the Turkish Government, and had been on the point of conclusion at the outbreak of war. Here an area of 18 square miles is now being drained and brought under cultivation, or planted with trees, by the Palestine Jewish Colonisation Association, under a lease from the Government of fifty years, renewable subject to certain conditions as to readjustment of rental.

For the rest, the land purchase has been effected by voluntary agreement between Jewish societies or individuals and the local owners. The Government does not intervene in any way, except to make sure that proper provision is made, whether by money payment or by the offer of suitable land elsewhere, to protect the interests of any Arab tenants who may have been established on some portion of the land. The price paid for these purchases is usually two or three times the pre-war value of the land. Large as is the demand, the quantity of land that is offered for sale is far in excess of the possibility of purchase.

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The extent and the rapidity of Jewish agricultural colonisation are determined by the funds that are forthcoming, not only for land purchase but also for the cost of settlement. They are not limited, as I have said, by land being withheld from the market. They are not limited by the country being already fully populated. On the contrary, its agricultural resources have been very poorly developed; in course of time and with proper methods, the country districts could support two or three times their pre-war population, or even more. Least of all is the pace of Jewish colonisation restricted by lack of colonists.

Among the eight millions of Jews in Eastern Europe there are numbers of young men and women whose most eager desire is to get to Palestine; their ambition, once in Palestine, is to become producers on the soil. They are well aware of the history of the Jewish people, of their present position in the world, of the difficulties and dangers that surround them. They do not wish to live in ghettos, or to devote their lives to petty trade. Palestine makes to them a most powerful appeal; they wish particularly to contribute to the productiveness of Palestine and above all to help to recreate in Palestine a people of Jewish agriculturists.

Some of the young men and women who come in as settlers have had agricultural experience. There are Jewish farmers in Transylvania and in South Russia, from among whom some of the immigrants are drawn. Many others are members of an organisation, with a membership of 20,000 young men and women and branches in most of the countries of Eastern Europe, which exists for the purpose of supplying a training, mostly in agriculture, for future settlers in Palestine. This organisation maintains six training farms in Russia, three in Poland, three in Germany, and eight in other countries. It furnishes a three-years' course, partly in those establishments and partly on private farms. Elementary training is also given in building, engineering, carpentry and other trades. It is stated that 4,000 members are now receiving training, and that more than twice that number have passed on as immigrants to Palestine. Such immigrants usually obtain paid employment on arrival on Jewish farms, in the hope that in time a chance will occur to obtain land of their own. A large proportion enrol themselves as members of co-operative groups, which take leases of land from one or other of the large organisations that have purchased it, and obtain loans to assist them to settle. Many of those, again, who obtain land in the new colonies are the sons of settlers established in the older colonies, sometimes of forty years' standing; the new generation has been bred in the country and has an intimate knowledge of the peculiarities of its soil and climate.

There is no one system of colonisation. Experiments are being made in many directions. There are men who come with means of their own, buy land and start from the beginning as

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independent farmer-owners. There are villages where the settlers are individual proprietors, gradually paying for their land by annual instalments to the organisation which was the original purchaser, or holding it on hereditary lease. There are other villages of the same type, but where there is a large measure of co-operation in the buying of requirements and in the sale of produce. In others again the co-operation is carried further, and the whole of the land, or the greater part of it, is worked in common, the workers receiving pay out of the proceeds. And there are a few villages which are worked on a communal basis, the people living together, allocating the work among themselves, and drawing food, clothing, and their other requirements from the common store—" from each according to his capacity, to each according to his needs." Time will show which of the systems will best succeed.

There are now about one hundred Jewish agricultural villages in Palestine, scattered from the Syrian frontier in the north to the neighbourhood of Gaza in the south. The principal groups are in the Maritime Plain and in the Valley of Esdraelon, fertile and well watered areas. There are several others in Upper and Lower Galilee, but few in Samaria, the hills of Judæa, or the south. Most of the existing colonies are growing in population, and new ones are founded as land is purchased.

The most striking result in this sphere that has been achieved during the last few years has been in the Valley of Esdraelon. This is a belt of rich, deep soil, which stretches for forty miles from the sea at the Bay of Acre eastwards down into the Jordan Valley; it is some nine miles broad, between the range of Mount Carmel and the hills of Samaria in the south, and the hills of Galilee about Nazareth and Mount Tabor in the north. When I first saw it in 1920 it was a desolation. Four or five small and squalid Arab villages, long distances apart from one another, could be seen on the summits of low hills here and there. For the rest the country was uninhabited. There was not a house, not a tree. Along a branch of the Hijaz Railway an occasional train stopped at deserted stations. A great part of the soil was in the ownership of absentee Syrian landlords. The River Kishon, which flows through the valley and the many springs which feed it from the hillsides, had been allowed to form a series of swamps and marshes, and, as a consequence, the country was infested with malaria. Besides, public security had been so bad under the former régime that any settled agriculture was in any case almost impossible.

By an expenditure of nearly £E900,000 about 51 square miles of the valley have now been purchased by the Jewish National Fund and other organisations; twenty villages have been founded, with a population numbering at present about 2,600; nearly 3,000 donums (about 700 acres) have been afforested. Twenty schools have been opened. There is an Agricultural Training College

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for Women in one village and a hospital in another. All the swamps and marshes within the area that has been colonised have been drained, and cases of malaria are proportionately rare. An active trade in dairy produce has sprung up, mostly finding a market, by means of the railway, in Haifa. The whole aspect of the valley has been changed. The wooden huts of the villages, gradually giving place to red-roofed cottages, are dotted along the slopes; the plantations of rapidly growing eucalyptus trees already begin to give a new character to the landscape; in the spring the fields of vegetables or of cereals cover many miles of the land, and what five years ago was little better than a wilderness is being transformed before our eyes into a smiling countryside.

The question naturally arises, how far are these colonies financially successful? Is the economic basis sound, and is there good hope therefore of the enterprise proving permanent and extending? Or is it an artificial product, maintained by a well-meaning philanthropy, doomed to meet the fate of so many idealistic schemes of land colonisation?

The financial situation of the numerous colonies varies considerably from one to another. No figures have been collected presenting the situation as a whole or by average. I have, therefore, obtained particulars relating to two colonies which may be regarded as representative of their different classes; one, Petah Tikvah, a village near Jaffa of individual landholders, which was one of the first colonies to be established; the other, Degania, a village in Southern Galilee, which is a workmen's co-operative group, founded in 1910.

Petah Tikvah was established in 1878, on an area of about 700 acres, by former residents of Jerusalem, subsequently joined by a number of families from Bialestok in Russia. Its population was then 125. The present area is about 5,000 acres and the population is 4,000. Of these 1,800 are farmers and their families, 1,100 are workmen, and 1,100 form the remaining population of the village. Much of the land is planted with orange trees, almonds, olives, vines and other fruit trees and eucalyptus groves; the remainder is in arable land and building sites. The total assets of the colony are valued at a little over £E1,000,000; the debts amount to about 15 per cent. of the assets and the farmers are steadily repaying the remainder of the original advances. An annual subsidy of about £E1,400 is received from Jewish organisations for the school and for general communal purposes.

Degania suffered greatly during the war and heavy losses were incurred from 1914 to 1918. The scheme of colonisation could only be completed in 1923. The population now numbers 65, cultivating an area of about 350 acres, partly devoted to the growth of vegetables for the early season markets in Damascus. The group received loans from the Zionist Organisation and the

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Jewish National Fund amounting to £E17,700, and they have other debts amounting to £E3,500. Against these liabilities of £E21,200 there are assets valued at £E19,500, so that there was a loss—up to September, 1924—of £E1,700. In addition, the group have not hitherto been able to pay rent for the land or interest on the loans. The Colony, however, is now self-supporting, and the sale of produce covers the living expenses of the population. It is intended that rental for the land shall begin to be paid at the end of this year and that repayment of the loan, over a period of 36 years, shall commence the year after.

Most observers who have studied the new type of character that is being produced in these villages have been struck by the cheerfulness of the people. In spite of disappointments sometimes, of hardships often, of heavy work always, these men and women seem remarkably happy. The reason is not hard to find. It is partly because they are almost all healthy. It is partly because the climate is genial, never too cold, and only for a few days or weeks in the year oppressively hot. But it is chiefly, I believe, because there are three factors in their lives which make them contented. The first is that they are workers on the land, close to nature, enjoying that satisfaction which belongs especially to those who feel that they are causing the earth to yield produce for the sustenance of mankind. The second is that they are on an intellectual level distinctly above that of the ordinary peasant; they are much more than hewers of wood and drawers of water; they read, they think, they discuss; in the evenings they have music, classes, lectures; there is among them a real activity of mind. And the third factor is that they are fully conscious that they are not engaged in some casual task, without special significance other than the provision of their own livelihood; they know quite well that they are an integral part of the movement for the redemption of Palestine; that they, few though they may be, are the representatives, and in a sense the agents, of the whole of Jewry; that the daily work in which they are engaged is in touch with the prophecies of old and with the prayers of millions now. So they find the labour of their hands to be worthy in itself; it is made lighter by intellectual activity; it is ennobled by the patriotic ideal which it serves. That is the reason why these pioneers are happy.

The Industrial Aspect.

The development of industry, though not of such essential importance as the development of agriculture, can proceed more quickly, and has proved, therefore, the larger factor in the growth of the population. I have described already the establishment of new industries in Palestine during the last few years. Almost the whole of this movement may be regarded as a contribution, on the economic side, to the up-building of the Jewish National Home.

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Among its results is the remarkable growth of the town of Tel-Aviv. A private company purchased in 1908 an area of vacant land on the sand dunes adjoining Jaffa to the north. At the outbreak of war, 182 houses had been built; four kilometres of roads had been made; the town had a population of 2,000 and an annual budget of £E2,500. By the beginning of 1921 there had been little development. In March, 1925, there were 2,245 houses, seventy-three kilometres of streets, a population of 30,000, and an annual budget of £E65,000. For some time past new houses have been completed at the average rate of two every day. Large additional areas of land have been bought; all the requirements of a modern community have been, or are being, provided. Tel-Aviv is the only town in the world which is wholly Jewish. The Town Council and its energetic President, the professional classes and the merchants, the manufacturers and the workpeople, the electricians, the police, the postmen, the sanitary workers, the teachers in the schools and the children, the doctors in the hospital and their patients, all are Jews.

The foundation of new industries has been the chief cause also of the increase in the population of Haifa, where the number of Jews has grown from an estimated figure of less than 2,000 in 1920 to 8,000 in 1925. This population is not concentrated, however, but distributed in various quarters of the town, as well as in the new garden suburbs, which have been built adjoining the sea and on the slopes of Mount Carmel. Around Jerusalem, also, several such suburbs have been begun, as well as one at Tiberias. All of these, and most of the agricultural colonies also, have been laid out, with expert advice, in accordance with town-planning principles.

The workpeople employed in the industries are mostly organised in trade unions. As in England, there is a revolutionary group, which has been excluded from the general labour association. The eight hours day is customary. The unions are active in the defence of the economic interests of their members. They have formed also a co-operative society for undertaking building and other works, which competes for contracts with private employers, and has carried out a large number for the Government, for other public authorities and for private persons. Except the Railway Department, this society is indeed the largest employer of labour in the country, with an average of about 1,700 workmen on its rolls, and with works already executed to the value of nearly a million pounds.

The Cultural Aspect.

The Jewish Community in Palestine being drawn from so many different countries, it was early recognised that there could be no unity of purpose or of action without a common language. That common language could only be Hebrew. Forty years

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ago, however, Hebrew was nowhere spoken as a vernacular. It was not, indeed, a dead language, for it was used everywhere for ritual purposes in the synagogues and in the home; the children, at least of the orthodox, learnt Hebrew to some extent as a matter of course. But with the affairs of daily life it had no relation and its vocabulary had in no way kept pace with the developments of civilisation. An essential part of the Zionist movement was the revival of Hebrew. A few men, who combined enthusiasm with learning, devoted themselves to the expansion of the language, so as to meet the needs of modern life without departing from its spirit. Text books on all the subjects taught in the schools have been published in Hebrew; a lexicon is being compiled so as to standardise the new terms; many of the principal works in the literature of the European languages have been translated; many new works have been written in Hebrew and published. Hebrew is now definitely established as the language of the Jewish population of Palestine. All the younger generation speak it and most of the older generation who have lived long in the country. It is the only language of instruction in almost all the Jewish schools. All the Jewish newspapers are printed in Hebrew. The Mandate for Palestine specifically declares it to be, with English and Arabic, one of the official languages of the country.

In accordance with that requirement, all the laws and other publications of the Government and of its Departments are issued in those three languages, and any one of them may be used for pleadings in the courts of law. It would be both useless and costly, however, to employ Hebrew in those parts of the country where no Jews are living, or only a small number. It is, therefore, not used officially in the district administration of those areas where less than one-fifth of the population are Jews.

A number of synagogues have been built in the towns and the older villages. A large synagogue at Tel-Aviv, to seat 4,000 persons, is nearing completion.

The educational institutions that have been founded include a sufficient number of primary schools for all the children of both sexes, several secondary schools, a well-equipped technical college, an agricultural school (of nearly fifty years' standing) with over a hundred pupils, and recently the Hebrew University on Mount Scopus. The University is chiefly a research body at present, but a beginning has been made in teaching. The Faculties that have so far been inaugurated are for Jewish Studies, Bio-chemistry and Electro-biology; others, including an Arabic section, are in contemplation. There is also an excellent Agricultural Research Institute at Tel-Aviv, which is included as a faculty. The University was formally opened at an impressive ceremony by the Earl of Balfour on 1st April, 1925, and is intended to become one of the principal constituents of the Jewish National Home.

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Not least interesting among these developments is the establishment of Opera in Hebrew. There are as yet no theatre buildings in Palestine, and the performances have to be given in cinema halls adapted for the purpose. A former conductor of Grand Opera in Petrograd and Moscow has come to reside in Palestine, has enlisted singers, has trained his orchestra and chorus, has caused the librettos of several of the classic operas to be translated into Hebrew, and—with the assistance of a few local supporters, but without any subvention—has produced, always to crowded houses, a series of performances which would do credit to the opera houses, if not of the capitals, certainly of many of the large towns of Europe.

Organisation of the Jewish Community.

In the passage which I have quoted from the White Paper of 1922, it was mentioned that the Jewish Community had an elected central assembly, and elected local bodies for the management of its affairs. For some time proposals for providing a definite constitution for these bodies, by means of an Ordinance, have been under discussion with His Majesty's Government.

The Jewish National Home: Conclusion.

Such, in outline, are the results that have been attained till now by the Jewish effort in Palestine. So far as they can be measured quantitatively by the amount of the funds that have been expended, they are considerable. Large sums had been spent before the war on the foundation of the older colonies, on the establishment of educational institutions and in other ways. Since the occupation, although exact estimates are not possible, there is good reason to believe that the expenditure has reached a total of at least £6,000,000. Of this, about £1,000,000 has been spent in land purchase; more than an equal sum in the establishment of industries; about £500,000, soon after the war, in the relief of orphans and similar purposes; the remaining sum of perhaps £3,500,000 has been expended in colonisation, education and a variety of other purposes.

But the spiritual results of the effort, the moral results, are, of course, the more significant, and these cannot be measured quantitatively.

If the man-power has come mainly from Eastern Europe, the funds have been contributed mostly from the United States. South Africa, Canada, the Balkan countries, and the Far East have played a considerable part also; Great Britain a smaller one, considering the wealth of the Jewish community there.

It is contemplated by the Mandate that a Jewish Agency should be created, fully representative of the Jews of the whole world, which should organise and focus the energies to be devoted to the rebuilding of Palestine. Until such an Agency is established, the Zionist Organisation is recognised as fulfilling that

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function. Discussions have for some time been proceeding with a view to the constitution of the Agency, and it appears probable that they will be carried before long to a definite conclusion.

Some of the Arab political leaders are accustomed to assert that the Government of Palestine devotes its chief efforts to promoting the establishment of the Jewish National Home, favouring the Jews unduly in the allocation of land, in matters of education, in the appointment of officials, and in other ways. From the Jewish side, on the other hand, the complaint is often made that the Government is inactive in all these matters; that it does less than is required by the articles of the Mandate; that the up-building of the National Home has been left to the efforts, almost unaided, of the Jewish people themselves. So far as there is any truth in these criticisms, it is the latter that has most substance. For the reasons that I have given the Government has found it possible to do little in the provision of land for Jewish settlement. The school system as it stands, although a reform is already under preparation, leaves almost the whole burden of the education of the Jewish child population upon the shoulders of the Jews themselves, in addition to the contribution which they make through their taxes to the Government system of Arab schools; of the many competent Jews who have offered themselves for Government positions, it has not been possible, without injustice to others, to employ more than a small number. But the consequence has been that the Jewish movement has been self-dependent. If it has had the moral encouragement of the Balfour Declaration and of the official recognition of the Hebrew language, if it has been able to rely on the Government of Palestine to maintain order and to impose no unnecessary obstacles, for all the rest it has had to rely on its own internal resources, on its own enthusiasm, its own sacrifices, its own men. What the future will bring it would be foolish to try to forecast. There are too many factors involved to enable anyone to foretell with assurance how successful will be the Jewish agricultural colonies and industries, how much support will be forthcoming from other countries, how efficient will be the direction of the community's affairs, and how fast, in consequence, its numbers will increase. But this one factor, at least, is propitious: that the building of the National Home has not been the work of any Government; it is not an artificial construction of laws and official fostering. It is the outcome of the energy and enterprise of the Jewish people themselves.

Attitude of the Arabs.

I have described what was the attitude of the Arab population at the outset towards this movement, and have mentioned that several causes contributed to make the situation in time less acute. Those causes were as follows:—

In the first place, the people discovered that the disasters, which they had been told were about to fall upon them, did not

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in fact occur. The attacks upon their villages by well-armed Jewish colonists, which some of the agitators had announced, did not take place. The day when a hundred thousand Jews were to disembark in Palestine in order to occupy their lands, came and went, and there was no such invasion. Month followed month and year followed year, and no man had his land taken from him. So far from the mosques being closed and turned into synagogues, a new, purely Moslem, elected body was created to which the control of all Moslem religious buildings, and of their endowments, was transferred; it rebuilt those that were in ruins and began to restore those that needed restoration. It is difficult, under such conditions, to maintain indefinitely an attitude of alarm; people cannot be induced to remain constantly mobilised against a danger which never eventuates.

In the second place, the population gradually came to understand the spirit that animates a British Administration. The activity of the district officers, always in and out of the villages, obviously working for the benefit of the people, had a widespread effect. This small number of Englishmen, each required as a condition of his appointment to know one or other of the local languages, all, in point of fact, knowing Arabic, and some with a knowledge of Hebrew as well, impartial, incorruptible, assisted by a staff of carefully chosen Palestinians, came in time to exercise a remarkable personal influence. Under their auspices there were signs of progress such as had been unknown before. Nearly 200 villages could show new schools. Roads were being constructed in every direction. Several villages were provided with new water supplies. Fresh land was being brought under cultivation. Agricultural experts gave useful advice. Tobacco growing was encouraged. Robbers were put down. Old blood feuds were settled. What seemed indeed surprising was that, although the war had for some time been over, tens of thousands of pounds were received in hard cash by villagers in various parts of the country in payment for damage that had been done by the British Army. And when the new Government needed land it paid for it at a fair price. The old Arab officials who had received pensions under the Turks received them still; the rights of those who retired and were qualified were recognised and met. Slowly the suspicions of the new Administration yielded under the influence of experience; gradually it acquired in the minds of the people a reputation for justice and goodwill.

One measure in particular contributed greatly to this tendency. There was in the Jordan Valley, south of the Sea of Galilee, a large area of about 106 square miles of land which had been cultivated by certain tribes of Beduin for a long period. Some forty years ago these people had been called upon by the Turkish authorities to register the ownership of their land; they had not done so; it had consequently been declared to be the property of the Sultan and afterwards of the Turkish State.

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For a generation or more the cultivators had been legally tenants and had paid an annual rent to the Government. It was known that it was an area which might possibly be dealt with under the article in the Mandate which favoured Jewish colonisation on State lands. This was regarded as a test case, and the action that the Government would take was closely watched throughout Palestine. Although the original title of the people to the land was doubtful, and although it was quite clear that under Turkish law the ownership was now vested in the Government, there was undoubtedly a strong moral claim on the part of the cultivators to continue their possession. The Government recognised the strength of this claim. An arrangement was negotiated under which the people were allowed to become the registered owners on easy terms, not only of the areas actually under cultivation, but also of such additions as were needed for grazing and to provide for future growth of population. This settlement of a question which had been a subject for controversy for nearly half a century was received with much rejoicing in the district, and had no small effect upon opinion elsewhere.

A third cause that assisted very largely to modify the situation was the growing conviction that no outside influence was likely, after all, to alter the policy that had been declared. It was expected at first that if a sufficiently active agitation were maintained the British Government would find itself constrained to withdraw or to amend the Balfour Declaration. Articles in the British Press which advocated that course were reproduced in the Arabic newspapers in Palestine. Any speech in the same sense by any member, no matter how little representative, of either House of Parliament was treated as though it were authoritative. Such encouragement as was given to the delegations which were sent to London was represented in Palestine to be an overwhelming movement of public opinion. While sympathisers in Great Britain were called upon not to desert the movement in Palestine, the movement in Palestine was stimulated by appeals not to desert the sympathisers in Great Britain, whose efforts in a little while would certainly, it was said, be crowned with success. But time passed and nothing happened. On the contrary, each new Government in turn, no matter of what Party, definitely reaffirmed the policy. The League of Nations finally endorsed the Mandate in the terms originally proposed. It became clear that from these quarters no change was likely to come.

There was a moment in 1922, when the victory of Mustapha Kemal Pasha over the Greek Army in Anatolia was regarded in some quarters as foreshadowing an Islamic revival. The Peace Treaty of Sèvres was to be modified. Perhaps, it was thought, some change might be effected in the fate of Palestine. But that expectation also faded. Finally, it was known that King Hussein of the Hijaz was engaged in negotiations for a treaty of friendship

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with the British Government. He had given repeated assurances to the Arab Committee in Palestine that he would endeavour to secure the recognition of their claim. Here again no result was achieved.

To reinforce these three causes others contributed. It was made clear to the leaders of opinion, through the White Paper of 1922, what the Balfour Declaration meant and what it did not mean. The Zionists, on their side, were careful to make no exaggerated claims that would justify a renewal of alarm. Of the large Jewish expenditure in the country a considerable part percolated to the Arab population; the sales of land enabled many owners to free themselves from debt and to obtain capital with which to develop the lands that they retained. It is impossible for six million pounds to be spent in so small a country without all sections of the people feeling the economic benefit.

To maintain unity of purpose and action in any political movement is difficult; in a population such as the Arabs of Palestine the difficulty is more than usually great. For, as among the Jews, so also among the Arabs, there is much diversity. The Christian shopkeeper of Jerusalem does not necessarily share the views of the Moslem fellah of Samaria. The merchant of Jaffa or Haifa, educated perhaps in France or England, has little in common with the Beduin tribesman of Beersheba. But for political purposes all are designated equally "Arabs," and it is often assumed that they must therefore be animated by the same mind.

At first, in presence of what was thought to be a real and imminent danger, some degree of common action was attained. For example, at the beginning of the movement the Arabic press approved the actions of the Political Committee with unanimity. It is true that this press is not a very reliable organ of opinion. To serve the needs of a small population, or rather of the minority of that population who are not illiterate, there are no fewer than thirteen newspapers printed in Arabic—five appearing weekly, the rest twice or three times a week. The consequence is that all of them have a small circulation, and most have little independence or authority. Such as it was, however, the Arabic press as a whole helped to promote the Committee's agitation.

As time went on, and the circumstances altered in the manner I have described, the Committee became less and less representative. A marked change of opinion was proceeding in the country, but the Committee did not modify its attitude in the smallest degree. The Balfour Declaration was still to be regarded as anathema. Its application would be fatal to Palestine. Its repeal was essential. The Arabs were to lose their lands and be ousted from the country. Although the withdrawal of the British was not suggested, the demand was made

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that the Government should be controlled by a legislature in which the Arabs should have a clear majority. Until these demands were conceded they should adopt an attitude of non-co-operation.

Such a policy could have no result, and did, in fact, achieve nothing. As a consequence many of the more thoughtful men among the Arabs of Palestine withdrew their support from the Committee. Its general meetings became the scene of controversies, and at last ceased to be held. Subscriptions, which at first were plentiful, fell to a small figure. One newspaper after another passed from support to criticism. Finally, a definite division took place, and a separate "National Party" was formed, which included among its leaders men of at least equal authority to that wielded by the heads of the original "Arab Executive."

Meantime, the Government of Palestine patiently proceeded along the path that had been set. The constructive measures that have been described were set on foot. The Administration was as active in promoting the welfare of the Arabs as if there had been no Zionist complication and no refusal to co-operate; it has been animated in this respect by the same spirit as any British Administration in Asia or Africa.

No attempt was made to control the expression of opinion. Except for a few weeks after the disturbances of 1921, there has been no censorship of the press; nor has any subsidy been paid to any newspaper. There have been no political prosecutions, and no deportations, except of alien communists, and one temporary expulsion of an Arab of little note in 1921.

On several occasions opportunity has been offered to the leaders of the population to share in controlling the administration of public affairs. In October, 1920, I established a nominated Advisory Council, consisting of ten British officials and ten Palestinians—seven Arabs (four Moslems, and three Christians) and three Jews. This Council sat for two years; all legislation was submitted to it; any subject of public importance could be raised by any of the members. The Council rendered useful service, and it was a fortunate fact that, although criticism was frequent, on no occasion did the Government find itself unable to accept the considered opinion of the non-official members.

When the promulgation of the Mandate was at hand it was thought advisable to confer upon Palestine a constitution of a more representative character. An Order-in-Council was therefore issued in August, 1922, which provided, among other matters, for the creation of a Legislative Council. This body was to consist of the High Commissioner and twenty-two other members. Of these, ten were to be official, and twelve elected. The elected members were to be eight Moslems, two Jews and

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two Christians. The system of election was to be that which had been established under the Turkish constitution: primary election of delegates by all male citizens over the age of twenty-five years, followed by secondary election of the Members of the Council by the delegates so chosen. The Council was to have the usual powers of a legislative body.

When this constitution was promulgated it was met by the Arab Executive, in accordance with the policy I have described, with strong opposition. Unless, they said, the Council consisted of elected members only, or unless it contained a clear majority of the Arabs over the official members together with the Jews, they refused to participate.

For the Government to have conceded either of these demands would have been to invite a permanent deadlock. It was very possible that the more extreme element would secure a monopoly of the Arab representation. Then, on the one hand, His Majesty's Government would be required by the terms of the Mandate to carry out a certain policy, and, on the other hand, a Legislature would have been constituted in Palestine which would render it impossible to do so. Besides, the political leaders, though full of self-confidence, were confident partly because few among them had had any experience of government and its difficulties. That Palestine should in time become self-governing was conceded; but the time was not yet. As in the countries of Europe and throughout the British Dominions, self-government could only be established by stages; to take the last step first would be to court disaster. So the demands were not conceded, and the Administration proceeded with the primary elections in accordance with the provisions of the Order in Council.

There was already at that time some division of opinion among the Arab political leaders as to the policy to be pursued, but the only section which showed any considerable energy was that which favoured abstention from the polls. As the Government did not regard it as its duty to exercise any pressure on the people to participate, and as great numbers of them were in any event indifferent, the consequence was that the large majority did not vote. The secondary electors who had been chosen could not be considered to be really representative, except so far as the Jews were concerned. An amending Order-in-Council was therefore issued by His Majesty's Government nullifying the proceedings. It provided for the exercise of legislative powers by the High Commissioner, in consultation with an advisory body to be constituted by him, with the approval of the Secretary of State.

In these circumstances I proposed to restore the nominated Advisory Council, which had rendered good service to the country during the preceding years. But I thought it preferable that its membership should be composed in the same proportions as had

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been intended for the elected Council, namely the High Commissioner and ten officials, and eight Moslem, two Jewish and two Christian Palestinians. Invitations were sent accordingly to ten leading members of the Arab population, eight Moslems and two Christians, men who were recognised by all parties to be among the most representative and most capable in the country. All these gentlemen accepted the invitation, and confirmed their acceptances in writing. There was then set on foot a further agitation on the part of the extremists, directed to securing their withdrawal. Urgent appeals were made to the selected Councillors not to destroy the effect of the abstention from the elections; they were assured that if they also upheld the policy of non-co-operation, in a short time the British Government would certainly change its course; the strongest pressure was brought to bear to induce them to withdraw their acceptances. Under this pressure, with much reluctance and against their better judgment, seven of the ten asked leave to retire. As I did not wish to form a Council of men of less standing the proposal consequently lapsed.

His Majesty's Government were still desirous of giving the fullest opportunity to the leaders of the Arab people to share in the administration of public affairs, without inconsistency with the principles that had been laid down. They examined the question afresh in July, 1923; they recognised that the fourth article of the Mandate, under which a special position is accorded to a Jewish Agency in Palestine was resented by the Arabs, as involving preferential treatment for the Jews. I was, therefore, instructed to convey to them an offer of equal representation by means of an Arab Agency, which should be established with analogous functions. A meeting of the leaders of all sections was accordingly summoned and this proposal laid before them. It received no favour, and it also was not proceeded with.

On three occasions, therefore, and in three different ways, opportunity has been given to the Arab population of Palestine to take part in the direction of public affairs, and three times the opportunity has been declined. In consequence the Government has been conducted without that participation. The present system is that Ordinances are considered first by the Executive Council, which consists of the High Commissioner and his three principal officials, the Chief Secretary, the Attorney-General and the Treasurer. They are then submitted to the Advisory Council, which consists of the four members of the Executive Council, together with five heads of Departments and one of the District Governors. They have also to receive the provisional approval of the Secretary of State for the Colonies. They are then published in the Official Gazette, in the three languages, and, except in rare cases of special urgency, they are not finally enacted until a month has elapsed after publication. During that time public opinion can express itself if need be, and suggestions from interests concerned may be received. If useful

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amendments are suggested to an Ordinance, the matter can be again considered. On several occasions alterations have been made in Ordinances after publication in the Gazette and before enactment.

Such, then, has been the method of Government since 1922. It is to be regretted that the participation of the Arabs has not been secured. Whether their attitude will change cannot be foretold. A large proportion take no interest in public affairs. Among the rest, some have undoubtedly been reassured as to the implications of Zionism; these consider that the Jewish movement in Palestine is now, and may remain in the future, more to their advantage than to their disadvantage, and are ready to co-operate on the lines that have been decided. Others are still apprehensive, but have a large measure of faith in the assurances of the British Government; in any case they regard a policy of non-co-operation as futile, and consider that, if measures are needed for the protection of Arab interests, they can be better taken from inside the governing system than from outside, and will be more effective if there are Arab Councillors, whether nominated or elective, than if there are not. And there are others who still think that in the long run, under the policy that has been declared, the Arab will find himself subordinated, or even forced out of the country. These will have no part or lot in a Government directed by such a policy, nor will they allow anyone else to take part, if they can prevent it. They stand uncompromising and aloof. There are no means of forming a reliable judgment as to the relative numbers of these three sections. My impression is that, among thoughtful Arabs, the first section is a minority; that the second has been increasing of late and the third decreasing; though which of these two now includes the greater number or carries the more weight it is not possible to say.

The Administrative Staff.

Meantime it has been practicable gradually to reduce the numbers of the British officials. As the heavy task of creating the new system of administration was completed step by step, and as the hundreds of new problems were solved one by one and precedents for future action established, the work became smaller in volume and of less difficulty. The Palestinian officials also gained experience and improved in capacity. Reductions in the staff of the British district officials became practicable, and their number, 29 in 1920, is now only 19.

The total number of British officials, of all grades and in all departments, is 340. If the officers of the police and gendarmerie, and the officials of the railways, are excluded, the number is 196. The Service generally is divided into two sections, the Senior and the Junior. In the Senior Service there are 206 British officials, 157 Palestinians and 36 others. In the Junior Service

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there are 134 British, 2,114 Palestinians and 277 others. Of the Palestinian officials 855 are Christians (Senior 47, Junior 808); 914 are Moslems (Senior 72, Junior 842); and 496 are Jews (Senior 32, Junior 464).

The Population of Palestine.

A census of the population was taken in October, 1922, probably the first that was ever taken since that recorded in the time of Solomon, certainly the first of a reliable character in modern times. It showed a total of 757,182 of whom 590,890 were Moslems, 83,794 Jews and 73,024 Christians. The small remainder, 9,474, were principally Druzes. Since then there has been a steady growth. To this the measures that have been taken in defence of public health have contributed. The abolition of compulsory military service, also, has saved the Arab population from a serious drain, to which it was subjected under the Turkish régime. The Jewish immigration has been an important factor. It is estimated, with such accuracy as is possible, that the present population is 802,000. Of these, it is calculated that 615,000 are Moslems, 104,000 Jews and 75,000 Christians. In May, 1920, a careful estimate of the population, made by the British district officials, gave a total of 673,000. If this was correct, there has been an increase of 129,000, or close upon 20 per cent., in five years.

The progress of the country may also be measured by the fact that since 1920, and almost entirely since 1922, 6,713 new houses have been built.

The Holy Places.

I turn to an aspect of the affairs of Palestine which is among the most important and perhaps most difficult, that relating to the care of the Holy Places.

All the chief shrines sacred to Christendom are here; Islam sends pilgrims to mosques in Palestine which rank next only to the Kaaba at Mecca and the Tomb at Medina; there are spots round which are entwined the strongest affections of Judaism. The access to these places, their ownership and care, have given rise to controversies through the centuries. Local disputes have often caused disturbances; the support, given by great Powers, to one party or another, has been a factor in diplomacy, and sometimes a contributory cause of enmity and of war. A new authority was now charged with the Government of Palestine. What effect would this have upon the guardianship of the Holy Places?

The Mandate, in its thirteenth Article, gave a clear direction. By it the Mandatory assumed full responsibility, and undertook to preserve existing rights and the free exercise of worship,

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subject, of course, to the requirements of public order and decorum. The duty of the Administration, therefore, was to secure the observance of the *status quo*.

But what if there were disputes as to the nature of the "existing rights"? Here also the Mandate intended that provision should be made of a means of solution, an intention which has not yet, however, been fulfilled. The fourteenth Article is as follows:—

> "In accordance with Article 95 of the Treaty of Peace with Turkey, the Mandatory undertakes to appoint as soon as possible a special Commission to study and regulate all questions and claims relating to the different religious communities. In the composition of this Commission the religious interests concerned will be taken into account. The Chairman of the Commission will be appointed by the Council of the League of Nations. It will be the duty of this Commission to ensure that certain Holy Places, religious buildings or sites regarded with special veneration by the adherents of one particular religion, are entrusted to the permanent control of suitable bodies representing the adherents of the religion concerned. The selection of the Holy Places, religious buildings or sites so to be entrusted, shall be made by the Commission, subject to the approval of the Mandatory.
>
> "In all cases dealt with under this article, however, the right and duty of the Mandatory to maintain order and decorum in the place concerned shall not be affected, and the buildings and sites will be subject to the provisions of such laws relating to public monuments as may be enacted in Palestine with the approval of the Mandatory.
>
> "The rights of control conferred under this article will be guaranteed by the League of Nations."

Accordingly His Majesty's Government prepared a scheme for the constitution of such a Commission. Several of the Powers represented on the Council raised objections, however, to their proposals; Great Britain invited them to present for consideration an alternative plan; this has not yet been done, and the Palestine Administration has not had the advantage of being able to refer to an external authority any difficulties and disputes that might arise. As an interim measure an Order in Council was issued in 1924, withdrawing from the law courts of Palestine jurisdiction over matters relating to the Holy Places or claims relating to the religious communities.

Fortunately, during the last five years no serious difficulties have in fact arisen. The Government has been strictly impartial in maintaining whatever arrangements existed under the former régime, even to the extent of continuing in their functions the

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Moslem family who are the hereditary doorkeepers of the Church of the Holy Sepulchre. Its impartiality has been recognised by the several creeds and churches and sects. Pending the constitution of a Commission, and no fresh cause of complaint arising, they have refrained from urging claims, which, they have realised, could not in any case receive consideration. Many small matters have required the attention of the District authorities; but, with the exception of one or two unimportant incidents between the adherents of the Orthodox, Latin and Coptic churches, a complete calm has been maintained.

The Religious Communities.

Another Article of the Mandate, the fifteenth, provides for the "complete freedom of conscience and the free exercise of all forms of worship, subject only to the maintenance of public order and morals." It is added, "No discrimination of any kind shall be made between the inhabitants of Palestine on the ground of race, religion or language." The Administration has, of course, observed these injunctions. An attitude of absolute impartiality is indeed the only means of preserving the goodwill of the many religious communities, and so of maintaining tranquillity and peace. And it is the only method of promoting a purpose, which must be a prime object for all who care for Palestine, and particularly for her spiritual influence—a reconciliation of religions, and co-operation in their efforts for human welfare.

For centuries Jerusalem, which should be the one centre above all others from which should radiate an impulse towards harmony and goodwill, has been notorious among the nations for the bitterness, and sometimes the violence, of its ecclesiastical disputes, creed contending against creed, and sect against sect, treating trivialities as though they were fundamentals, emphasising points of division and relegating points of agreement to the background. The present age is weary of such contention.

So far as the Government of Palestine can have influence over these matters, it has steadily discountenanced all such disputes; it has endeavoured to reduce trifles to their true proportions; it has taken every opportunity to encourage union and harmonious co-operation. Noteworthy in this connection is the service held annually on December 9th, the anniversary of the entry of Lord Allenby and his liberating army into Jerusalem. This ceremony is attended by the High Commissioner and the heads of the Administration, and by the Mayor and the principal notables of the city. It is held in the Anglican Cathedral, under the direction of the Bishop. The Patriarchs of the Orthodox and Armenian Churches attend and take part in the service. The principal ecclesiastics of the Syriac, Coptic and Abyssinian Churches have seats by the High Altar. Representatives of the Jewish Community are among the congregation. Parts of the service are delivered in English, others in Arabic, in Hebrew, in Greek, and

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in Armenian. This annual service, simple as it is, and sincere, appears to me profoundly significant; it is of good augury for the growth of the spirit of religious harmony, for which mankind is eager, and for which Jerusalem may yet be again a centre.

Animated by this conception, as well as in accordance with its general duty, the Administration has been anxious to serve the various communities in any matter that affects their well-being and in which it can usefully intervene. In three matters in particular it has been able to assist.

The Orthodox Church in 1920 found itself in an unhappy situation. The Synod had revolted against the Patriarch, had declared his deposition and refused in any way to co-operate with him. As the joint action of these two authorities was necessary for the transaction of any business of importance, the Patriarchate was in a state of paralysis. The lay community was also at variance with the ecclesiastics; it protested against the monopoly of appointments in the hands of Hellenists, and demanded for the Arab Orthodox population a larger share in the control of affairs. And this was not all. The income of the Patriarchate had been drawn mainly from the contributions of pilgrims, and of members of the Church in Russia, Greece and other countries of Eastern Europe, together with the rents from valuable properties in Russia and Bessarabia. The war had cut off almost all its revenues and had been followed by the sequestration of a large part of those properties. The expenditure had not been reduced in proportion; formidable debts had been contracted. At that time the Patriarchate was faced by claims from its creditors amounting to no less than £E636,000; its revenue was £E17,000, and its annual expenditure, apart from interest charges, was £E70,000. In addition £E30,000 a year was payable for interest. It possessed, it is true, valuable assets in real estate in Palestine, but these were difficult to sell, and the Patriarchate was saved from bankruptcy only by a measure of the Military Administration, protecting it by a moratorium against its creditors. In these circumstances, the Government found it necessary to appoint a Commission of Inquiry, which was placed under the Chairmanship of Sir Anton Bertram, the Chief Justice of Ceylon, whose previous experience in Cyprus had enabled him to gain a special knowledge of such problems. In pursuance of the recommendations of this Commission, the action of the Synod was declared to be unconstitutional; the authority of the Patriarch was restored; a new statutory Commission was created to control the finances and to re-establish a balance. This has proved a difficult task, but in the four years that have followed, the Financial Commission has succeeded in considerably reducing the debt, partly by repayments from the proceeds of sales of land, and partly by requiring proof of the claims. It is expected that the proved debt will be reduced in the near future to about £E450,000. The annual expenditure, apart from interest on the debt, has been reduced by more than half, and

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now amounts to £E33,000; the revenue has been increased to £E26,000, and there is good reason to believe that next year these accounts will balance, with a growing surplus in subsequent years available for interest payments. The conflict between the lay community and the Patriarchate having become more acute. Sir Anton Bertram has recently been invited to preside over a second Commission of Inquiry, with the task of examining into the merits of the controversy, and, if the intervention of the Government is found to be necessary, of proposing a suitable course of action.

The system for dealing with Moslem religious affairs presented another case in which action by the Administration was imperative. Under the Turks these matters were regulated by the Ministry of Waqfs (Religious Endowments) and by the Sheikh-ul-Islam (the principal ecclesiastical authority) in Constantinople. With the severance of Palestine from Turkey a new arrangement became necessary. It was decided that the right course would be to place upon the shoulders of the Moslems themselves the fullest measure of responsibility for managing their own religious affairs. Conferences were held accordingly with a number of the leading Moslems in the country, both lay and ecclesiastic. A committee chosen by themselves drew up a constitution for the purpose, which was accepted by the Government and put into operation. The register of secondary electors for the last election to the Turkish Parliament before the war was taken as a basis; a permanent body of five members, with the title of the Supreme Moslem Council, was chosen by these electors; to it was entrusted the care of religious buildings and charitable endowments, and the supervision of the religious courts of law. The Council has now performed these duties for a period of over three years; it controls a revenue of £E30,000; it has in addition collected large sums from the Moslem world for the restoration of the Haram es-Sharif in Jerusalem, an urgently necessary task, which is being carried out with care and skill; it has established, in a portion of those buildings, a Moslem Theological College and an Orphanage.

The third intervention which the Government found necessary related to the Jewish religious community. The Turkish authorities had nominated a titular Chief Rabbi, who, however, had small powers and exercised little influence. Several other rabbis had assumed similar titles, and the ecclesiastical organisation was in a state of confusion. Here again a conference of the leading men from all parts of the country was brought together; they elected two joint Chief Rabbis, and recommended the establishment of a Rabbinical Council, to be chosen by a system of election provided for the purpose. The Council was established accordingly, and consists of eleven members, eight clerical and three lay. Official recognition was given to these authorities in 1921, and their authority is accepted by almost the whole of the Jewish population.

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TRANS-JORDAN.

Although Trans-Jordan is under an administration separate from that of Palestine, this Report would be incomplete without a summary, however brief, of events in that territory. It forms part of the same Mandatory Area; its Government is under the general superintendence of the High Commissioner for Palestine; it demands, indeed, no small share of his attention, and is the source of not a few of his anxieties.

When the war ended, Trans-Jordan found itself within the administrative area which had been entrusted to His Highness the Amir Faisal, the third son of King Husain of the Hijaz; his capital was at Damascus. In July, 1920, the Amir came into conflict with the French authorities, who exercise the Mandate for Syria, and left the country. At that moment Trans-Jordan was left politically derelict. The frontier between the two Mandatory zones, as agreed between Great Britain and France, cut it off from Syria, but no authority had been exercised from Palestine. The establishment of a direct British Administration was not possible, since Trans-Jordan was part of the extensive area within which the British Government had promised in 1915, in the course of negotiations with the Hijaz, to recognise and support the independence of the Arabs. Nor would His Majesty's Government have been prepared in any case to send armed forces to maintain an administration. These conditions having arisen soon after my arrival in Palestine, I proceeded to Trans-Jordan in August, 1920. I held a meeting with the leading inhabitants, and, as no centralised government was at that time possible, I took steps to establish Local Councils in the three districts into which the country is divided by its natural features. These Councils assumed the administration of affairs, with the assistance of a small number of British officers who were sent from Palestine for the purpose.

A few months later, His Highness the Amir Abdulla, the second son of King Husain, arrived in Trans-Jordan from the Hijaz. He had with him a small force, and he expressed hostile intentions with regard to the French authorities in Syria. The Secretary of State, Mr. Churchill, was at that time in Palestine. A conference with the Amir was held at Jerusalem, and an agreement made, under which the Mandatory Power recognised him, for a period, as administrator of Trans-Jordan, with the condition that any action hostile to Syria must be abandoned. In 1922 the Amir visited London, the arrangement was confirmed, and in April, 1923, I was authorised to make the following announcement, at Amman, the capital of the territory: "Subject to the approval of the League of Nations, His Majesty's Government will recognise the existence of an independent Government in Trans-Jordan under the rule of His Highness the Amir Abdulla, provided that such Government is constitutional and places His Britannic Majesty's Government in a position to fulfil its international obligations in respect of the

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territory by means of an agreement to be concluded between the two Governments." Owing to various causes, the discussion of the terms of such an agreement has been postponed from time to time, and has not yet been undertaken. The Government of the Amir has continued, however, to receive recognition and support.

In pursuance of this policy, an annex to the Mandate for Palestine was presented to the Council of the League of Nations in September, 1922, and approved by them, making it clear that the Articles that related to the establishment of a Jewish National Home did not apply to Trans-Jordan.

The territory is now governed by His Highness the Amir, through a small Council of Ministers. A British Representative resides at Amman and advises the Government in the conduct of its affairs, acting under the direction of the High Commissioner for Palestine. The relations which have been maintained with the Amir and his Ministers are, and have been throughout, close and friendly.

Order is maintained by a local force, named the Arab Legion, with an establishment of forty-two officers and 972 men, under a British commanding officer and a British second in command. The Royal Air Force has at Amman a flight of aeroplanes, a section of four armoured cars, and an aerodrome, which is the starting point for the trans-desert journey to Baghdad. The Air Force has rendered most useful service in repelling, with promptitude and effectiveness, raids across the desert attempted, in 1922 and 1924, by considerable forces of Wahabis from Nejd against Trans-Jordan and its capital.

The finances of the territory had for some time not been efficiently managed. A considerable improvement has been effected since August, 1924, when, after the appointment of a new Chief British Representative, the Amir agreed that a larger measure of control should be vested in his hands. For these and other purposes the Representative is assisted by two British officials, making, with the officers of the Arab Legion, a total of five stationed in Trans-Jordan.

Some improvements, especially in roads, schools and telephone services, have been carried out by the Administration, and now that the collection of revenue and the control of expenditure have been put on a better footing, it may be hoped that funds will be available to effect progress in these and other directions on a larger scale. His Majesty's Government has made grants-in-aid to cover the expenses of the Chief British Representative and his staff, and as contributions to the cost of the Arab Legion. These grants amounted to £180,000 in 1921–22, to £90,000 in 1922–23, and to £150,000 in 1923–24. In 1924–25 the grant was £15,000, supplementing a sum of nearly £80,000, available from deposits held in Palestine to the

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credit of Trans-Jordan. No British forces are stationed in the country other than the Air Force, and the Arab Legion is a factor in the protection of the aerodrome, and therefore in the maintenance of the air route to Iraq, as well as in safeguarding the tranquillity of Palestine.

Provision has recently been made in the estimates of the Trans-Jordan Administration to meet expenses in connection with the preservation of the important archaeological remains in Trans-Jordan. The assistance of the Director of Antiquities in Palestine and of his expert staff will be made available for this purpose.

A Report on Trans-Jordan, describing the situation in general and dealing in some detail with the various departments of the Administration will shortly be issued as a non-Parliamentary publication accompanying the Annual Report on Palestine for the year 1924. It is unnecessary, therefore, to dwell further upon these matters here.

External Relations.

The Mandatory Area of Palestine has been able to maintain the friendliest relations with its neighbours to the north and south. A spirit of cordial co-operation has prevailed with the authorities of Syria. Some difficulty, it is true, was at one time experienced owing to the unwillingness or the inability of the Trans-Jordan Government to extradite persons who were charged with fomenting disturbances or committing other offences in Syria and who had taken refuge in Trans-Jordan; but that cause of friction was ultimately removed and no complaints on that score are now made. The many questions of detail that arise between Syria and Palestine from the existence of a common frontier are adjusted without difficulty, and a frequent interchange of visits between the frontier officers of the two territories, as well as between the principal officials of the Governments, maintains a close personal contact which ensures the smooth despatch of business.

The boundary line between the two areas was adjusted in April, 1924, in accordance with an Anglo-French Convention of March, 1923. An area of 75 square miles with 20 villages was brought within the frontiers of Palestine. It included the ancient district of Dan, and its addition re-established the Biblical boundaries of Palestine—" from Dan even unto Beersheba."

With Egypt also the most cordial relations have prevailed. The two Governments endeavour to meet each other's convenience in every way, and no occasion of friction has occurred.

I would take this opportunity of expressing my appreciation of the assistance rendered to the Palestine Railways by the Egyptian Government and its State Railway Department. The

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systems in the two countries are necessarily in close relationship, and the help that was given from Egypt was of the greatest value to our new organisation. I trust that the Egyptian Railways will not fail themselves to derive benefits, both direct and indirect, from the growth of the tourist traffic to Palestine.

The Palestine Administration has derived a moral advantage from the international authority conferred by the League of Nations' approval of the Mandate, and much encouragement from the interest taken in its activities by the Permanent Mandates Commission of the League. It was one of the privileges of my term of office to have attended the session of the Commission, held in Geneva in October, 1924, and to have had the opportunity of furnishing information on those branches of the work of the Administration in which the members were specially interested.

Conclusion.

During the military occupation of Palestine the Administration was conducted, under the general direction of the Commander-in-Chief, Lord Allenby, by a Chief Administrator. This office was held successively by Brigadier-General Sir Gilbert F. Clayton, K.B.E., C.B., C.M.G., Major-General Sir A. W. Money, K.C.B., K.B.E., C.S.I., Major-General Sir H. D. Watson, K.B.E., C.B., and Major-General Sir L. Bols, K.C.B., K.C.M.G., D.S.O. By them and their staffs the foundations of the British régime were firmly laid. They were fortunate in enlisting the services of a number of able officials, many of whom have served continuously from then. Among these are several of the heads of the principal Departments: Mr. N. de M. Bentwich, O.B.E., M.C., the Attorney-General; Colonel C. W. Heron, D.S.O., O.B.E., the Director of the Department of Health; Mr. E. R. Sawer, the Director of the Department of Agriculture and Forests; Colonel R. B. W. Holmes, O.B.E., the General Manager of Railways; and Mr. W. Hudson, O.B.E., M.C., the Postmaster-General. Soon after the establishment of the Civil Administration Sir Thomas W. Haycraft was appointed Chief Justice; Mr. H. E. Bowman, C.B.E., Director of Education; Professor J. Garstang, D.Sc., Director of Antiquities; and Mr. C. H. Ley, O.B.E., Director of Surveys. These gentlemen also continue to preside over their respective Departments. The principal administrative office, that of Chief Secretary, was held for a period of nearly three years by Brigadier-General Sir Wyndham Deedes, C.M.G., D.S.O., and for the last two years by Brigadier-General Sir Gilbert F. Clayton, K.B.E., C.B., C.M.G. The task of financial control was entrusted first to Mr. H. A. Smallwood, C.M.G., who was appointed temporarily as Financial Secretary, and since May, 1922, by Mr. S. S. Davis, C.M.G., as Treasurer. The head of the Department of Public Security, afterwards renamed the Department of Police and Prisons, was first the late Colonel P. B. Bramley, O.B.E., then

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Major-General Sir H. H. Tudor, K.C.B., C.M.G. Since the latter's departure the officiating appointment has been held by Mr. A. S. Mavrogordato. The Department of Public Works has been successively under the direction of Colonel G. Gray-Donald, O.B.E., till February, 1922, of Major-General P. G. Grant, C.B., C.M.G., till September, 1923, and of Mr. H. B. Lees, M.C., since then. Mr. R. Harari was the first Director of the Department of Commerce and Industry; he was succeeded in November, 1920, by Lieut.-Colonel Harold J. Solomon, O.B.E., M.C., who held that office until the Department was amalgamated with that of Customs in October, 1923. Of the latter Department, Mr. J. B. Barron, O.B.E., M.C., was the first Director; he was succeeded in July, 1924, by Mr. K. W. Stead. Subsequently to the organisation adopted for the government at the outset, it was found necessary to establish three new posts, those of Auditor, Director of the Lands Department, and Geological Adviser. They have been held continuously, the first by Mr. H. S. Brain, the second by Mr. J. N. Stubbs, M.C., and the third by Mr. G. S. Blake. A heavy share of work and of responsibility has fallen upon the district staff, and particularly upon the District Governors. Under the military organisation immediately after the Occupation the country was divided into thirteen districts; this number was reduced to seven in 1919, to four on the establishment of the Civil Administration, and afterwards to three. The present District Governors are Sir Ronald Storrs, C.M.G., C.B.E., Lieut.-Colonel G. S. Symes, C.M.G., D.S.O., and Mr. Abramson, O.B.E.; the first-named has been in charge of the Jerusalem District since the capture of the city in 1917. The British Section of Gendarmerie was formed by Lieut.-Colonel A. J. McNeill, C.B., D.S.O., the Palestinian Section by Lieut.-Colonel F. W. Bewsher, D.S.O., O.B.E., M.C., and the Arab Legion in Trans-Jordan by Lieut.-Colonel F. G. Peake, O.B.E. All three of these officers remain in command of the forces they have raised and trained. Lieut.-Colonel C. H. F. Cox, D.S.O., was the Governor of one of the Palestine Districts that was afterwards amalgamated; since the 1st April, 1924, he has been the Chief British Representative in Trans-Jordan.

The military command in Palestine has been filled successively by Major-General, now Lieutenant-General Sir John Shea, K.C.M.G., C.B., D.S.O., by Major-General Sir Philip E. Palin, K.C.M.G., C.B., by Major-General A. E. Wardrop, C.B., C.M.G., by Major-General Sir H. H. Tudor, K.C.B., C.M.G., and by Air Commodore E. L. Gerrard, C.M.G., D.S.O. Owing to their ready co-operation, the relations between the civil and military authorities have been at all times most satisfactory, and I do not recall a single case of friction having occurred. The District Governors have received much assistance from the heads of the principal municipal bodies, in particular from four who have held their offices throughout the period of five years—Ragheb Bey Nashashibi, C.B.E., the Mayor of Jerusalem, Assam

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Bey al Said, O.B.E., the Mayor of Jaffa, Abderrahman Effendi el Haj, the Mayor of Haifa, and Mr. M. Dizengoff, O.B.E., the President of the Council of Tel-Aviv.

To all these gentlemen, and to their staffs, of all grades, British and Palestinian, civil and military, I would offer my thanks. It is upon them that the burden of the task has fallen. No administrator could desire more loyal or more efficient colleagues. The volume of the work that has been done, and the prevalence throughout of a spirit of friendly co-operation, speak more in their praise than could any words of commendation from me.

I trust that that work, accomplished under conditions sometimes of difficulty, will be considered in the retrospect not unworthy of the Land on whose behalf it has been done. It is my hope that it may perhaps be judged not unworthy also of the conceptions of duty which guide the policy of the Empire to whom in these latter days the guardianship of that Land has been entrusted.

I have the honour to be, Sir,

Your most obedient, humble servant,

HERBERT SAMUEL,

High Commissioner and Commander-in-Chief.

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The following Official Publications relate to Palestine :—

Cmd. 1499, 1921. Interim Report on the Civil Administration of Palestine, 1st July, 1920—30th June, 1921.

Stationery Office Publication, Dec., 1922. Report on Palestine Administration, July, 1920—December, 1921.

Stationery Office Publication, July, 1923. Report on Palestine Administration, 1922.

Non-Parliamentary Publications : Colonial No. 5, 1924; Colonial No. 9, 1925. Report on Palestine Administration, 1923.

Non-Parliamentary Publication : Colonial No. 12, 1925. Reports on the Administration of Palestine and Trans-Jordan, 1924.

Cmd. 1195, 1921. Franco-British Convention of December 3rd, 1920.

Cmd. 1540, 1921. Palestine : Disturbances in May, 1921. Reports of the Commission of Inquiry.

Cmd. 1700, 1922. Correspondence with the Palestine Arab Delegation and the Zionist Organisation.

Cmd. 1708, 1922. Miscellaneous No. 4. Mandate for Palestine. (Note in reply to Cardinal Gasparri's letter of May 15th, 1922, addressed to the Secretary-General of the League of Nations.)

Cmd. 1785, 1922. League of Nations : Mandate for Palestine.

Cmd. 1889, 1923. Papers relating to the Elections for the Palestine Legislative Council, 1923.

Cmd. 1910, 1923. Agreement between His Majesty's Government and the French Government respecting the Boundary line between Syria and Palestine.

Cmd. 1989, 1923. Proposed formation of an Arab Agency; Correspondence with the High Commissioner for Palestine.

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REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

ADMINISTRATION UNDER MANDATE

OF

BRITISH CAMEROONS

FOR THE YEAR

1924.

(*For the Report for 1923 see Non-Parliamentary Publication, Colonial No. 6, July, 1924.*)

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REPORT BY HIS BRITANNIC MAJESTY'S GOVERNMENT ON THE ADMINISTRATION UNDER MANDATE OF BRITISH CAMEROONS FOR THE YEAR 1924.

I.—GENERAL.

1. In the observations of the Permanent Mandates Commission on the report on the British Cameroons for 1923, criticism was directed against a twice repeated passage in which it was stated that as a result of the enactment of the British Cameroons (Administration) Ordinance, No. 3 of 1924, the British Cameroons had " become an integral part " of Nigeria. The phrasing of that passage was admittedly due to an error in drafting. In order to remove misapprehensions, it may be stated that, while the mandated area is administered, in accordance with Article 9 of the Mandate, *as though it formed an integral part* of Nigeria, this administrative arrangement implies neither fusion nor incorporation. The position is, therefore, in strict accord with the letter and the spirit of the Mandate.

2. It should further be explained that the administrative dispositions regarding the Cameroons have been framed primarily in the interests of the natives of the mandated territory. The Dikwa and Yola districts of the Northern Cameroons formed parts of the ancient kingdom of Bornu and Adamawa. The administrative reunion of these districts with the adjacent Nigerian Provinces of Bornu and Yola has resulted in the revival of historic associations between tribes and states which formerly were severed by the Anglo-German frontier. The most eloquent vindication of this reunion has been the appointment in 1924 of Muhamman Bello (Maigari), Headman of the Cameroons District of Nassarao, to be Emir of Yola. A scion of the Royal House, in the strict line of descent from the founder of the dynasty, this man added to his hereditary claims a reputation for sagacity and independence of character, which, it may be hoped, will enable him to perform with credit the duties of the high office to which he has been called.

3. If the inhabitants of the southern portion of the Cameroons do not exhibit so close an affinity with their Nigerian neighbours, they derive a variety of benefits from their administrative association with the British Protectorate. In any case it would have been impossible to administer this area as an isolated and independent unit, wedged in between Nigeria and the French Cameroons. Such an arrangement would have been as detrimental to the well-being of the inhabitants as it would have been economically and administratively wasteful.

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4. The mandated area falls, as stated in previous reports, into two main divisions :—

The Cameroons Province and
The Northern Cameroons,

administered respectively as though they were parts of the Southern and Northern Provinces of the Protectorate of Nigeria.

5. Some minor administrative adjustments have been made during the year. The area of Kaka-Ntem, which formed the extreme southern apex of the Northern Cameroons, has been transferred to the Cameroons Province, investigations having shown that the tribal affinities of the inhabitants lay with their southern rather than with their northern neighbours.

6. The remainder of the Gashaka district (of which the Kaka-Ntem area formed a part) has been transferred for administrative purposes from Yola to Muri Province. This district, inhabited almost exclusively by pagan tribes, can be more effectively administered from Muri.

7. The resulting position is that the Northern Cameroons now consists of four portions :—

(i) The Dikwa Emirate, administered by the Resident of the Bornu Province;

(ii) The Yola or Adamawa areas lying north and south of the River Benue, administered as part of the Yola Emirates;

(iii) The districts of Grumpao and Yebbi, attached to the Numan Division of the Yola Province and, like (ii), administered by the Resident of that Province; and

(iv) The Gashaka district, administered by the Resident of the Muri Province.

8. The Cameroons Province remains, as hitherto, in charge of a Senior Resident whose activities are exclusively confined to the mandated territory.

8A. It is regretted that it is not possible to show on the map attached to this report the exact limits of the area transferred from Yola to Muri Province. Further changes are pending and it is hoped that the eventual dispositions will be shown on the map that will be attached to the report for 1925.

II.—LEGISLATION.

9. By the British Cameroons Administration Ordinance (No. 3 of 1924), subsequently re-enacted in an amended form as Ordinance No. 1 of 1925, the bulk of Nigerian Law was applied to the British Cameroons. From 28th February, 1924, the date on which the Ordinance came into operation, German Law, in so far as it was previously in force, was automatically superseded.

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10. Sub-Section 3 of Section 2 of the 1924 Ordinance provided that all subsequent Nigerian legislation, in so far as it might be applicable and local circumstances permitted, and unless a contrary intention was stated, should apply to the British Cameroons.

The position in 1924 was, therefore, that Nigerian Ordinances enacted on and after 28th February, 1924, applied to the Cameroons under the conditions laid down in that Sub-Section.

11. It has, however, been found to be advisable that the application of future Nigerian Ordinances to the Cameroons should be expressly provided for in the text of individual enactments. The Sub-Section has accordingly been omitted in Ordinance No. 1 of 1925.

12. Among the other Ordinances enacted in 1924, which specifically relate to the Cameroons, may be mentioned the following:—

No. 5. Interpretation (Amendment) Ordinance, 1924.
,, 22. British Cameroons Ex-Enemy Immovable Property Disposal Ordinance, 1924.
,, 29. German Missions Ordinance, 1924.
,, 34. Interpretation (Amendment No. 2) Ordinance, 1924.

These Ordinances have not been printed in the report, but twelve copies of each are being forwarded with it.

III.—ADMINISTRATIVE ORGANISATION AND PROGRESS.

(i) Dikwa Emirate.

13. The Emirate is administered as part of the Bornu Province in which it is known as the Dikwa Division.

The normal staff is one political officer and one clerk. This year the Mandatory Power has been able to attach a second officer.

14. In his relations with the Mandatory Power it is the political officer's duty to carry out all orders given by the Resident of Bornu, to submit to him all matters that require his sanction, *e.g.*, the appointment or dismissal of a District Headman, and over-expenditure in the Estimates, etc., to keep him informed of affairs generally in the Emirate, and to handle the revenue and expenditure of the Mandatory Power in the territory. He also has judicial powers as a Commissioner of the Nigerian Courts.

15. In his relations with the "Native Administration" of the Sheikh of Dikwa, the political officer acts as adviser and inspector rather than direct executive officer, while retaining the power and right to order that the wishes of the Mandatory Power shall be complied with.

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16. The head of the native administration is the Sheikh of Dikwa, and the chief executive instrument is the Sheikh's Council which has both executive and judicial powers. The Council consists of :—

The Waziri,
The Imam,
The Chief Kadi,
Shettima Kanuri.

17. At Dikwa is the residence of the Sheikh, and here also are the various departments—Native Treasury, Native Prison, Public Works Department, School and the Chief Kadi's Court. These are all inspected at intervals by the political officer who communicates any comments he has to make to the Sheikh and Council. The working of these departments for the year under review is reported under the appropriate headings.

18. For the administration of the outlying districts, there are thirteen salaried district headmen, mostly chosen from the best of the old " fief holders " who control districts varying in size from 150 to 900 square miles, and 168 salaried village headmen, chosen from the peasantry. These officials are responsible for law and order in their units and for the collection of taxes.

19. When he is on tour, the political officer supervises the work that is going on in the districts whether taxation, roads or general administrative work. He hears complaints and sends the complainants to the proper courts, and on his return to Dikwa lays the results of his tour before the Sheikh and Council with any comments or suggestions that have occurred to him. It will thus be seen that the Native Administration has a large measure of freedom, and takes a large part in the administration of the Emirate, a part which it has proved itself capable of filling with no little degree of success.

20. There can be no doubt that this method of encouraging the Sheikh and his Council under supervision to do things for themselves has brought about an increasing appreciation of personal responsibilities in the administration of the Emirate, and an increasing desire for the prosperity of the State.

21. Two District Heads have for the last two years or more not been considered by the District Officer to be capable of taking charge satisfactorily of a district. The Sheikh, knowing that these were members of old and important Bornu families, wished to retain them in office, and opposed any suggestions that they should be removed. This year, however, acting on the advice of the District Officer, he has dismissed one, and has on his own initiative suggested that the other should be replaced when opportunity occurs.

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22. The most noticeable and most satisfactory feature of the district and village administration has been the settling down of the Arab tribes in the east and south-eastern parts of the Emirate. In the early days of the division bitter inter-tribal quarrels between the Arabs were common, their tax was only collected with difficulty, and they practically refused to do any kind of road work. This year the whole Arab tax has been collected rapidly without incidents; no inter-tribal quarrels have arisen; and all the road work in the Arab Districts was completed with a gratifying show of willingness by the end of the year.

23. In the other districts, in which the Kanuri predominate, the work of the District Heads has been good, except in the case of two—Dikwa District and Bama. The District Head of Dikwa District has been removed on the score of inefficiency by the Sheikh, and, as the District is small and comprises only a few villages in the neighbourhood of Dikwa, its affairs have been placed in the hands of the Council, a step which will promote efficiency and also provide a saving on the salary list.

24. In Bama the District Head has been found guilty of dishonesty and was on the point of being removed by the Sheikh when he died, shortly before the end of the year. His successor has not yet been appointed. In the Bama District, too, a complete overhaul of the village administration has been made.

25. In the remaining districts of the plain there is very little to report. There have been very few serious crimes and the people in the boundary districts have been practically immune from the former organised thieving raids, for which they have to thank the vigilance of the District Heads.

26. The settlement of the hill districts has proceeded very satisfactorily on the lines demonstrated in previous reports. In particular, such is the growing confidence in the security brought about by the administration that large numbers of hillmen have come down to the vacant farm land at the foot of their hills, previously almost a no-man's land. Some of these have come to reside and others only to farm, retaining their homes in the hills. As a result, the harvest has been a record one, and the region has never known greater plenty, as is evidenced by the purchases of stock from the plains now being made by the hillmen.

27. An incident inseparable from development and the mingling of peoples of differing standards of civilisation disturbed matters in a small locality in August of the year under review. The hillmen, accustomed from time immemorial to defend their hills against the people of the plain and to massacre persons venturesome enough to visit them, could not resist the sight of traders passing along the routes through their new-found farms on the plains. Several robberies occurred, some with violence, particularly near the town of Gwoza.

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28. The District Headman of Gwoza succeeded in arresting five robbers, all fully armed. The next day, however, the inhabitants of the hill villages near by came down armed, demanded the release of their friends, and, on his refusal, burnt the town, killing three of his men. This incident necessitated, in the absence of any armed police force available, the use of an escort from the military detachment at Maiduguri. With this the Political Officer was enabled to bring the ringleaders to trial and inflict punishment and exact reparations.

29. To prevent any possibility of recurrence the escort was retained till the end of the year. The outbreak was from the first limited to a very small area, six miles by four, and the attitude of the communities in the rest of the region has been all that could be desired.

30. *Prisons.*—The number of prisoners in the Native Administration Prison at the end of the year was sixty-seven. They have been employed chiefly on sanitary work in the town, brickmaking, and building repairs.

The discipline of the prisoners has been very good.

With the exception of an outbreak of relapsing fever, the health of the prisoners has been good. This epidemic, which is general throughout the country, reached the prisoners in August, and has been responsible for all the deaths during the year, which number twenty-three. As soon as the outbreak was recognised as relapsing fever, the prison authorities were supplied with disinfectant by the Medical Officer at Maiduguri. New clothes were at once made, and the old clothes and mats were destroyed. The sick were isolated, new prisoners were kept apart, and frequent bathing parades were ordered.

31. *Public Works.*—Owing to the abnormally heavy rains this year damage both to roads and buildings has been unusually severe, but the work of repair was completed by the end of the year.

32. New buildings completed during the year include the school, a traders' caravanserai, and the enlargement of the workshops.

(ii) Adamawa Districts.

33. By the Adamawa districts are denoted those portions of the Cameroons, lying north and south of the River Benue, which are administered as part of the Emirate of Yola. The two portions are not continuous for the reason that on the Benue itself and for a short distance to the north and south of that river the boundary between the territories under British and French Mandates coincides with the old Anglo-German frontier.

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The northern portion is divided into eleven and the southern into three districts. The Fulani District Heads and a number of the pagan communities have, in accordance with their own desire, been allowed to return to their old allegiance to the Emir of Yola. The acknowledgment of their traditional Suzerain is the natural outcome of the reunion described in paragraph 2 above.

34. A further outcome, as previously stated, is the appointment of the Headman of the Cameroons District of Nassarao to succeed his late kinsman as Emir of Yola.

35. In order fully to appreciate the significance of the linking up of previously severed territories, it must be remembered that before the period of European occupation Adamawa was the eastern outpost of the Sokoto Empire which was founded and rose to greatness in the first decade of the 19th century. It was from Sokoto that Modibbo Adama, the eponymous founder of the kingdom of Adamawa, received the "Flag of the South." He was a Fulani of the Ba'a clan and after first making his headquarters at Gurin and then at Song, finally founded Yola in 1840. From him the present Emir is descended.

36. The partial rehabilitation of the kingdom of Adamawa, effected by the Milner-Simon agreement of 1919, has been welcomed with enthusiasm by the District Headmen and their people. It is confidently expected that revival of historic associations will do much to stabilise conditions and to ensure progressive and harmonious development.

37. In the districts north of the Benue much attention has been devoted to the training of District and Village Chiefs and to the inculcation of a sense of responsibility, the object in view being to make them realise that they are important and vital parts of the administrative machine. The District Heads have been advised to delegate as much authority as possible to their Village Heads and it has been explained to them how much more efficient will be the administration of the whole if Village Heads are allowed to administer their parts. This advice is beginning to bear fruit, as most of the Chiefs are extremely intelligent and many of them are willing to grasp new ideas of administration when they realise that decentralisation does not in any way impair their authority.

38. The chief task, however, in this area is among the backward pagans, and touring among them has been practically continuous. Many of their villages had not been visited by a European since before the Great War and at least one had never previously been visited. It is little wonder, therefore, that they are in so backward a state and that at present they lack confidence. Though it has not been possible to visit every village, it is possible to state that the Political Officer has interviewed some of the people of every village and established contact with them, that the confidence of every village visited has

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been gained and foundations of future efficient administration laid. With two exceptions, and these not due to recalcitrance, every village has paid something in tax and it was very rarely that distraint had to be resorted to. An encouraging sign is that more and more pagans make use of the Native Courts for settling their differences. Owing to the difficult nature of the country and previous neglect, it will be years before such practices as slavery, witch ordeal, clan fights, blood feuds and wife stealing are entirely eradicated, but a satisfactory beginning has been made.

39. There was only one case in which armed force had to be used to quell opposition. This occurred at Dido in Michika District. Dido is a large village which had for some time been a terror to its neighbours. It had not been visited by a European for over twelve years, when a messenger was sent to ask some of the people to come and see the Political Officer. The messenger was driven out and pursued, and it was necessary to go to his assistance with a Police escort. The escort was attacked and the Political Officer was compelled to open fire on the pagans. Though the opposition took some time to overcome only about four casualties occurred among the attackers. The day after the attack, representatives came to offer submission and to apologise, and eventually the village was visited and friendly relations established with the people. It is hoped that there will be few, if any, of such cases in the future.

40. The Adamawa area south of the Benue now consists of the three districts of Nassarao, Toango, and Numberu.

41. *Nassarao.*—This district continues to show steady progress and is developing more rapidly than the other districts. This is not only due to the fact that it is in close proximity to the more advanced districts of the Yola Emirate, but also to the fact that the late District Head, Maigari (Muhamman Bello), was keen, capable and energetic. He has gained the goodwill of the pagan population by sympathetic treatment, with the result that he is respected and his orders obeyed. The pagans, although friendly and law-abiding, are perhaps a little shy on seeing a European. This shyness, however, is now wearing off and under British rule will soon disappear, as they will have the opportunity of becoming accustomed to a European in their midst.

42. On the promotion of Muhamman Bello, District Head of Nassarao, to the appointment of Emir of Yola, it was necessary to select a suitable man to take his place as District Head. The former Wakili of Nassarao was recently, after a period of probation, formally appointed by the Emir. He appears to be a wise choice and bids fair to carry on the sound work of his predecessor.

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43. *Toango.*—The District Head, Ardo Usumanu, shows increasing efficiency in his work. He has now full control over his Village Heads and his administrative ability is undoubtedly increasing. As in the case of many Fulani Chiefs, he has been averse to delegating authority to the Village Heads, but he now seems to have realised the importance of such a course and is acting accordingly.

44. The Assistant District Officer has recently undertaken the assessment of this district, in the course of which the Tsugu Hill pagans were visited. These people, who had not previously been visited in their high villages by a European, received the assessing party in a friendly manner. Four days were spent in visiting and counting their villages and measuring their farms. In the evenings dances were held and the people appeared pleased at the visit. Opportunity was taken to impress on them once more that witchcraft killings and ordeals were illegal and they all stated that this was now understood.

45. *Numberu.*—The people of this district, which is small and poor, are quiet and law-abiding. Much progress in this small district cannot be expected with its small population and unimportant situation. The District Head does his best, but he is much handicapped in his administrative duties by his age, now eighty-four. He is beloved and respected by his people.

46. The general state of the Southern Adamawa area during the period under review has continued to be satisfactory, and substantial progress has been made The District and Village Administrations continue to improve. The Headmen of village areas are gaining confidence, and the District Heads now realise how very important the co-operation of the former is in establishing a sound administration within their districts. The progress is very satisfactory considering the comparatively short period which has elapsed since these people were subject to a German administrative policy which made no attempt to preserve the chain of responsibility by fostering and encouraging Village Heads. The latter are now developing administrative ability, and are now beginning to realise that they are important factors in the administrative machinery of the district in which they live.

47. The political situation has been satisfactory. There have been no factious elements and the people appear to be happy and contented, and the good will which exists between the pagan and Fulani peoples is a pleasing feature.

(iii) Grumpao and Yebbi Districts.

48. These two small independent pagan districts are for administrative convenience included in the Numan pagan division of the Yola Province. The area of Grumpao district is approximately 100 square miles, and that of Yebbi 50. The former contains a population of 4,221 and Yebbi 1,162. The people belong to the Chamba tribe.

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49. *Grumpao* is administered, under the District Officer, Numan, by a District Head who receives a salary of £24 per annum, to whom is attached a Scribe at £18 per annum. The district is quiet and orderly, and was visited in August, 1924, by the District Officer, Numan, who took the opportunity of visiting some rather inaccessible hill villages which lie in the mountain range forming the southern boundary of the district of Toango, and which had not been visited by a European officer since the days of the German occupation.

50. *Yebbi.*—This district is administered by a District Head on a salary of £24 per annum. He appears to have a fair hold over his people who are quiet and law-abiding There is nothing of importance to record; they pay their taxes without trouble and there are few complaints.

(iv) GASHAKA.

51. During the year under review the Gashaka district has progressed and the District Head, the Sarkin Gashaka, has displayed a considerable amount of energy, and has done everything in his power to assist in the sound administration of his district.

52. Its great extent (5,000 square miles), its thin population, the mountainous character of most of it and its distance from the nearest administrative headquarters in British territory make it rather inaccessible.

53. Up to 1st June the district was administered as part of the Yola Province, but on that date it was handed over for administrative purposes to the adjoining Province of Muri, and is now under the supervision of the officer-in-charge of the Muri Emirate.

54. In July, the District Head, having had some trouble with one of his Village Heads, a Fulani named Haman Jorda, who for some time previously had been showing signs of disobedience and who finally attempted to throw off his authority altogether, went on his own initiative and arrested the recalcitrant headman. The whole affair was gone into at Jalingo in a lengthy inquiry; the charges against Haman Jorda were established, and he was handed over to the Native Court, found guilty and sentenced to six months imprisonment. The enquiry held at Jalingo showed that the man Haman Jorda was a nonentity and appeared to have little or no influence over the pagans in the midst of whom he was living. The people of his own village were mostly Fulanis and Hausa traders.

55. No other events of any significance have occurred during this year—the pagan tribes have peacefully pursued their agricultural avocations, and the Fulani herdsmen continued to pasture their cattle on the abundant grazing available.

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(v) THE CAMEROONS PROVINCE.

56. The Cameroons Province is administered in the same way *mutatis mutandis* as any of the Southern Provinces of Nigeria under the Lieutenant-Governor responsible to the Governor of Nigeria. For administrative purposes the Province is divided into four divisions, viz.: Bamenda, Mamfe, Kumba, and Victoria.

57. The geographical distribution of administrative work may be outlined as follows:—

(*a*) At *Buea*, Provincial Headquarters, the Resident-in-charge of the Province, responsible to the Lieutenant-Governor of the Southern Provinces, Nigeria, assisted by one Assistant District Officer in direct charge of the prison, the station and head transport.

The only other officers having their headquarters at Buea are the Inspector of Schools, normally on tour in the Province, and the Commissioner of Police in direct charge of the Police depot, and in indirect charge of the detachments at Bamenda, Mamfe, Kumba, Victoria, and Tiko.

(*b*) *Victoria Division.*—One Assistant District Officer-in-charge responsible to the Resident, assisted by one junior Assistant District Officer in charge of the Local Treasury at Victoria, of the station and transport. Victoria is also the headquarters within the province of the Public Works Department, the Marine Department, the Customs Department, and the Posts and Telegraphs Department. The Medical Officer-in-charge of the Victoria and Kumba Divisions also resides there. The Headquarters of the Plantations Management is at Bota, close to Victoria.

(*c*) *Kumba Division.*—One District Officer or Assistant District Officer in charge of the Division, assisted when possible by one junior Assistant District Officer.

(*d*) *Mamfe Division.*—One District Officer or Assistant District Officer in charge of the Division, assisted by one, rarely two, junior Assistant District Officers. Mamfe is also the headquarters of the Medical Officer in charge of the Division.

(*e*) *Bamenda Division.*—One District Officer or Assistant District Officer in charge of the Division, assisted by one junior Assistant District Officer, rarely two, and still more rarely by three Assistant District Officers. Bamenda is also the headquarters of a Medical Officer and was a station for a company of the West African Frontier Force The troops were, however, permanently removed from the province in December, 1924.

Throughout the province all judicial and treasury work is performed by the Administrative Officers.

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58. No English subordinate officers are employed by the Administrative Service or Education Department; two only are employed by the Public Works Department as Inspectors of Works at salaries under £500 per annum, and one by the Telegraphs Department.

59. The very varied population of the Province is docile and law-abiding. Taxes are paid readily and without evasion. Owing to a good cocoa harvest and better prices, trade improved towards the end of the year. No coercive measures of any kind have been found necessary, and no occasion has arisen for a show of force either by military or police.

60. *Bamenda.*—This, the largest of the four Divisions, received an addition of territory on 1st January, 1924, by the inclusion of the Kaka-Ntem district, formerly the southern apex of the mandated territory to the south of the Benue, which increased the area of the Bamenda Division to some 8,000 square miles, or about half the size of Switzerland. The estimated population is 197,872, or nearly twenty-five to the square mile, but, with the careful census that is now in progress, district by district, the total is likely to be considerably augmented.

61. This Division comprises the best as well as the most primitive types of people in the Province. The former are those who were driven from the north-east by Fulani pressure and entered the Division probably early in the 19th century. Coming from the open fields they were comparatively free from the crass superstition that the gloom of the forest breeds in the minds of the forest people. Living, too, in a country open to attack they had been obliged to concentrate in larger communities where they were able to evolve a comparatively advanced system of government. A good example is the Banso clan, numbering some 15,000, a self-contained unit, headed by a chief of considerable administrative talent. The ancient native institutions have been studied, and all that is best in them officially recognised and incorporated in the system of Native Administration which has been approved for that area by the Governor. This little state had its Prime Minister, its War Chief, Treasurer, and other subordinate officials responsible to the Chief for the different villages, while order was maintained by a small police force.

62. On the other hand, on the western border one finds the aboriginal tribes of the forest belt, unorganised communities little above the family stage of development, who were driven there by the more virile and united tribes from the east and south. Protected by the forest, these small communities maintained an independent and isolated existence, cut off from the civilising influence of intercourse with the outside world. Here they practised cannibalism and were slaves to the ever-present

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fear of witchcraft. Witchcraft still holds many of them in bondage, but is yielding steadily to mission influence, while cannibalism had begun to die out under the influence of the eastern tribes before it was sternly suppressed by the Germans. It is now practically stamped out, though it may be occasionally and surreptitiously practised among the Ngi.

63. The main political work, then, of a constructive nature during the past two years has been to take each ethnic group separately, inquire into its past organisation and institutions, and adapt them as far as possible as the basis of future administration without too sudden or violent a break with the past. No stereotyped system of government has been laid down to which each native administrative district must conform. Such a method would not be suitable for so wide a field or conditions so various. For, on the one hand, there is the autocratic semi-monarchical system found in the districts of the bigger chiefs, and, on the other hand, democratic, almost socialistic, groups of families with little or no cohesion. Whereas in the former the government is now through a single salaried chief assisted by a council of elders, holding ancient offices, in the latter there was less to build upon, so that the Native Court has become the executive as well as the judicial authority and is composed of heads of family groups, of whom all are more or less on an equal footing. Progress on these lines must necessarily be slow, as exhaustive research into the history and customs of each tribal district takes place before proposals for future administration are formulated. So far five districts have been treated in this way with results which entirely justify the policy pursued.

64. *Mamfe.*—The Mamfe Division is about 6,000 square miles in extent, with a population of 62,169, but this figure must remain unreliable until the whole division is assessed.

65. The Native Administration of the Mamfe Division at present consists of the Central Administration of the District Officer with the occasional advice of the leading salaried Chiefs assembled in a District Meeting; the seven Native Authorities, having executive powers co-extensive with the seven Native Court areas; the Clan Councils that have been disclosed in the course of assessment, and the Village Councils or assembly of elders in village groups. This is the skeleton framework, which in the future will give way to a Judicial Council with Native Authority powers over the whole Division, while the Native Authorities will consist of the leading members of the Clan Councils and the Clan Councils will be the collectors of taxes and the arbitrators between Clansmen, the Village Councils undertaking all local administration within the village group.

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66. In the process of assessment during the past year it has been found that at the advent of the Germans the family was the unit of existence among the forest peoples, and that the village group in many cases sprang from the conditions of European control. The Village Council now is, and must for some time remain, the vital unit of local administration. As to the Clan, generally speaking, it was an association of families for religious purposes, which occasionally forced upon its leading elders the decision of disputes likely to lead to family feuds, and, under exceptional pressure, took joint defensive, or offensive action. But under pressure of new conditions clan consciousness has grown, and it is the aim of the administration to foster this growth. The Clan is the core of community development, for, until the Clan has been traced, the community has no being and can have no future.

67. Of the seven Native Court areas five have now been assessed, and thirty-five chiefs are receiving salaries. If the future success of the policy of Native Administrations can be judged by the keenness of the Village and Clan Councils in all matters of local administration and by the readiness with which all members of the community have brought their disputes before these Councils, the outlook is most hopeful. At the District Meetings a public opinion has been fostered, and the representatives of the Native Authorities have expressed themselves candidly on such general subjects as the revision of Native Court sentences by the Divisional Officer, the proper distribution of the statutory 10 per cent. of the Poll Tax, big game preservation, trade facilities, and adultery prosecutions.

68. A quantity of fresh data on the primary customs has been amassed, and the collection of dowry, funeral, and inheritance customs for use in the Native Courts is nearing completion.

69. *Kumba.*—In the Kumba Division the assessment of the whole Division has been completed, and on the facts disclosed a certain amount of re-organisation is being carried out. New Native Court areas have been established and all areas have been adjusted more closely to ethnic conditions. The Kumba Division has an area of 4,394 square miles of dense forest-covered country, carrying an accurately censused population of 67,022, or 15·25 per square mile. The people are as much broken up as is their country, and political or clan consciousness scarcely extends beyond the village group. This area was constituted a permanent Division, with at least one Administrative Officer in charge, in 1921, and in 1922 the policy of Native Administration was applied. By the end of 1923 the whole Division had been assessed and the detailed information collected on the spot—demographic, historical, ethnological, economic, etc.—embodied in assessment reports or gazetteers of each unit as ethnically

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determined. On the information so obtained a native administrative re-organisation scheme was approved in October, 1923, and the decisions come to in discussion between the Resident and the District Officer in charge of the Division were embodied in subsequent memoranda and approved by the Resident. On the scheme outlined in these memoranda the work of organising native administrations has proceeded during 1924, and it has been found unnecessary to deviate from original proposals to any marked degree.

70. The Division has now been divided into ten Native Court areas corresponding as nearly as possible to independent ethnic groupings, and presidents and members, chosen by the people themselves, have been appointed with stipends aggregating £533. In addition, non-stipendiary members have been designated to each Native Court who receive sitting fees for each attendance on the bench.

71. It is too early as yet to give an expression of opinion regarding the re-organisation, but it generally appeared to be welcomed as safeguarding the mutual independence in all local matters of each group, and as providing a means of self-expression for a large number of the peoples' true leaders as opposed to leaders arbitrarily selected by the District Officer. If all the officials appointed continue to support and work for the scheme in the spirit in which they accepted it, it is hoped a successful course may have been set for the years to come.

72. The southern Divisional boundary has been slightly re-adjusted so as to include the Bambuko area within the Kumba Division. This area of 360 square miles and a sparse population of 867 inhabitants lies to the west of the Cameroons mountain, and was thus found difficult of access from Victoria.

73. *Victoria.*—The Victoria Division has an area of 838 square miles with a total African population of 30,965, or 37 per square mile. The European population consists of thirty-nine males and nine females, almost all of British nationality. The Division is divided for administrative purposes into three native districts each under a District Head. One tribal area, that of the Bakweri, forms roughly three-quarters of the Division exclusive of plantations. The Native Administration in this Division is only in its infancy, and no rapid development can be looked for. The Bakweri seem to have developed no higher unit of administration than the family. No clan acknowledging one individual has been discovered, and it seems unlikely that any will now be found. Even the head of the family has, as a rule, no very great control over its members. The close contact with native foreigners, Dualas, Monrovians, Sierra Leoneans, etc., and with Europeans has exercised a disintegrating effect on the Bakweri, who form

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the bulk of the population. This small tribe, pushed and driven down to the coast in past times by more virile people, is of poor physique and lacking in initiative and courage. It is even doubtful whether they have the spirit to attempt to stand up for themselves; they must needs be protected to a greater extent than other communities. The main benefit brought to them by the system of Native Administration is that it enables half of the direct taxes paid by them, together with the fees and fines collected by the four Native Courts, to be expended locally for the direct benefit of the contributors

IV.—JUDICIAL.

74. The judicial system follows that of Nigeria except that, as yet, there is no area to which the Supreme Court Ordinance (Chapter 3 of the Laws of Nigeria) applies. The Provincial Courts, which exercise complete jurisdiction over all persons, native and non-native, are presided over by the Residents of the provinces concerned. Each District officer and assistant District officer is ex-officio a Commissioner, and exercises according to his status the jurisdiction laid down by Chapter 4 of the Laws of Nigeria. In all criminal and civil matters the Resident has full powers. A District officer or assistant District officer in charge of a division has jurisdiction in civil matters where the debt, damage or claim does not exceed £50, and in criminal matters can inflict a fine of £50 and/or order imprisonment for two years, and a flogging of twenty-four lashes if the case is one where flogging is allowed under the code. Other Commissioners can try civil cases where the claim involved does not exceed £25, and in criminal cases can order a fine of £25 and/or three months' imprisonment. All sentences of imprisonment in excess of six months, sentences of corporal punishment exceeding twelve strokes, and sentences involving a fine exceeding £50, require confirmation, in the case of the Northern Cameroons, by the Lieutenant-Governor of the Northern Provinces and, in the case of the Cameroons Province, by the Chief Justice. The confirming officer is furnished with a full copy of the proceedings, together with a report by the officer trying the case. All capital sentences are reviewed by the Chief Justice, and if confirmed by him are considered by the Governor-in-Council, who decides whether or not the prerogative of mercy shall be exercised. The Criminal Law is the Criminal Code of Nigeria (Chapter 21). The Civil Law, in so far as it is not contained in local Ordinances, is the English Common Law, and doctrines of equity and statutes of general application which were in force in England in 1900, modified by the proviso that British Courts shall, in civil causes affecting natives, recognise native law and customs when not repugnant to natural justice and humanity, especially in matters relating to marriage, land and inheritance.

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75. In addition to trying cases in Court, the Political Officers deal with a large number of petty cases which usually arise in the form of complaints. The majority of these cases are settled by executive action or are sent to the Native Courts for adjudication. The general aim of the Administration is to limit the activities of the Provincial Courts to cases which cannot suitably be dealt with by the Native Courts.

76. *Native Courts.*—The powers and constitution of the Native Courts are regulated and defined by the Native Courts Ordinance (Chapter 5 of the Laws of Nigeria). The Courts are set up by the Residents to meet the needs of the different districts, and are constituted by warrant approved by the Lieutenant-Governor (in the case of Grade "A" Courts by the Governor). The warrant states the area of the Court's jurisdiction, defines the powers conferred upon it, and names the chiefs appointed as members. The powers of the Native Courts are as follows:—

Grade A.—Full powers in civil and criminal cases, but no sentence of death may be carried out until it has been confirmed by the Governor.

Grade B.—Civil actions in which the debt, demand or damages do not exceed £50.

Criminal causes which can be adequately punished by two years' imprisonment, 24 lashes, or a fine of £50.

Grade C.—Civil actions in which the debt, demand or damages do not exceed £20 in the Northern Cameroons, or £10 in the Cameroons Province.

Criminal causes which can be adequately punished by six months' imprisonment, or in the case of theft of farm produce or live stock by twelve months' imprisonment, 24 lashes, or a fine of £10.

Grade D.—Civil actions in which the debt, demand or damages do not exceed £10 in the Northern Cameroons, or £5 in the Cameroons Province.

Criminal causes which can be adequately punished by three months' imprisonment, 12 lashes, or a fine of £5.

77. In the Dikwa Emirate there are eight Native Courts. The two principal courts, those of the Sheikh-in-Council and of the Chief Kadi, are in Dikwa town, the remaining six being in the districts.

The Chief Kadi reviews the work of the District Courts monthly in conjunction with the Political Officer. The law in practice is that of the Maliki School of Moslem Law. The book chiefly used is the Risalah of Ibn Abu Zeid, while the Mukhtasar of Khalil and the Tuhfat ul Hukam of Ibu Asim are used as books of reference. The Political Officer is conversant with Arabic, and can refer to these books. In addition, the specially prepared Maliki Law in English by Ruxton is used by him.

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78. The number of cases heard in the Dikwa Native Courts during the year was 1,125 of which 134 were criminal and 991 civil.

79. In the Adamawa districts of the Yola Emirate there are nine courts under native Kadis. The chief Kadi's court at Yola is a court of appeal from the District Courts. The system is working well, although at first the chiefs were inclined to cling to judicial functions which they had previously exercised. Pagan assessors are attached to each court to advise the Kadi on points of pagan law and custom, which are administered concurrently with Mohammedan Law when pagans are parties to a case, always provided that such law and custom are not repugnant to humanity.

80. The Kadi of the Toango Court has recently inaugurated a system of periodical sittings in the more remote villages. The results have been satisfactory, and it is hoped by this means to give the people of the more inaccessible areas an opportunity of availing themselves, to an increasing extent, of the advantages of the Court.

81. The number of cases tried during 1924 by the Adamawa Courts was 833, of which 325 were criminal and 508 civil.

82. There are no Native Courts in the small districts of Grumpao and Yebbi. For judicial purposes they come within the jurisdiction of the Kadi of Numan. No case of serious crime has been reported.

83. There is one Native Court in Gashaka district, but the amount of judicial business done therein is small.

84. In the Cameroons Province five additional Native Courts have been created during 1924, bringing the total to twenty-eight. There are now one Court of grade " B " (an appeal court for civil cases only and for determining cases between chiefs) ; four of grade " C," and twenty-three of grade " D." Some of the grade " D " Courts have extended powers in civil cases up to a limit of £25. A native clerk is attached to each Court, and his duties include the keeping of records and accounts and the compilation of the returns incidental to the Court.

85. Appeal lies from the Native Courts to the political officers, who have the power to transfer cases to the Provincial Courts at any stage in the proceedings. Close supervision is exercised over the Native Courts in order to make them effective instruments of justice. At the same time the policy is to avoid unnecessary interference which might weaken initiative and the sense of responsibility. The object is rather to make the Native and Provincial Courts component parts of one judicial system and to relieve the latter of work which can better be done by the natives themselves.

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V.—ADMINISTRATIVE STAFF.

86. *Northern Cameroons.*—During 1924 the Dikwa Emirate was in charge of a District Officer, assisted by an Assistant District Officer. The District Officer is under the orders of the Resident of the Bornu Province. The two Adamawa areas are administered by the District Officer in charge of the Yola Emirate who is usually assisted by two Assistant District Officers. Grumpao and Yebbi Districts are administered by the District Officer in charge of the Numan Division of the Yola Province. Both the District Officers in charge of the Yola Emirate and the Numan Division are subordinate to the Resident of the Yola Province. Gashaka is administered, under the general supervision of the Resident of the Muri Province, by the District Officer in charge of the Muri Division with the help of an Assistant District Officer.

87. It should be noted that the activities of the officers posted to the independent division of Dikwa are exclusively confined to that division. The officers in charge of the remaining areas are not solely occupied with the supervision of the mandated territory, but combine with it the supervision of adjacent Nigerian districts. The Residents direct policy and themselves visit the mandated territory when opportunity occurs.

88.—*The Cameroons Province.*—This Province constitutes an administrative unit in charge of a Senior Resident, assisted by a staff of sixteen District and Assistant District Officers, of whom an average of 10·5 were actually on duty throughout the year.

89. The report on the Fifth (Extraordinary) Session of the Permanent Mandates Commission contained a request for further information concerning the numbers and duties of administrative officers employed in the mandated territory. The numbers have accordingly been set out in the preceding paragraphs.

90. The duties of administrative officers may be summarised as follows :—

In the first place they are responsible for the maintenance of law and order in the areas under their charge. Every military patrol has to be accompanied by a Political Officer (see, for example, the operations described in paragraphs 27 to 29). In the absence of a Police Officer—and only one Police Officer is stationed in the British Cameroons—they are in charge of the Government Police and are thus responsible for maintaining the efficiency and discipline of the detachments of that force. They are also in charge of Government prisons.

91. The Residents are Presidents of the Provincial Courts of the various Provinces. District and Assistant District Officers are Commissioners of the same Courts. As a body, therefore, the Political Officers are responsible for the administration of justice in the British Courts in the mandated territory.

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92. Political Officers are also charged with the supervision of the local Government Treasuries. They are in control of the cash and have to account for the receipt and expenditure of Government monies.

93. They have to arrange for the transport of Government stores and for the transport of Government officers on tour.

94. In places where no officers of the Public Works Department are stationed—that is to say, in the far greater part of the territory—they have to superintend the repair and construction of roads and buildings.

95. One of the most exacting and important of a Political Officer's duties is assessment. And here it may be observed that by " assessment " is not meant the mere computation of the direct taxes which a district or community can fairly be required to pay. The subjects of inquiry comprise the history of the district; the tribal and social institutions of the inhabitants, their languages, customs and mode of life; fauna, flora, and sylvan products; methods of farming, industries and trade. Assessment in short means an attempt to ascertain and record all that is known about the area under investigation. The resulting reports are valuable repositories of information which serve as the basis of future policy. The work is laborious and demands infinite patience. One district after another is taken in hand, the object being to arrive at a point at which the whole of the territory may be said to be completely assessed. In a sense, however, that point is never fully attained, for increasing knowledge reveals gaps in the earlier work which can only be filled by supplementary investigations described as " re-assessment."

96. Vis-à-vis the Native Administrations the Political Officer is not merely guide, philosopher, and friend. He inspects and supervises the whole machinery of government. The operations of the Native Courts have to be carefully watched and their returns checked. He has to scrutinise recommendations for appointment to the various offices, be they those of village headman, gaoler, or judge. The Native Administration, Treasuries, Police, prisons, and buildings and the collection of taxes are only examples of other matters over which he has to exercise close supervision.

97. Finally, the Political Officer has constantly to be on tour, not infrequently under conditions of discomfort. He must be accessible to all and sundry, and be ever on the watch to detect and suppress injustice and oppression.

98. *Staffs of other Government Departments.*—In the Cameroons Province the following departments are represented by European officers, the senior officer being directly responsible to the Head of his Department in Lagos:—Medical, 3; Customs, 1; Marine, 2; Police, 1; Posts and Telegraphs, 1; Public Works, 3; Education, 1.

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99. No European officers, other than those of the Administrative Service, are permanently stationed in the Northern Cameroons. The Dikwa Emirate has, however, been visited by Medical, Educational, and Military Officers from Maiduguri.

VI.—SLAVERY.

100. The slave trade in the sense of the enslavement and sale of persons previously free is largely confined to the hill districts of the Northern Cameroons. The trade, such as it is, consists for the most part of the seizure or purchase of pagan children for sale to Fulani or Arabs. The stringent measures taken to suppress the traffic have been attended with no little success. In the Dikwa region Police posts have been established in the neighbourhood of the hills; routes and hiding places formerly used by slave traders are carefully watched; the vigilance of the District and Village Headmen has greatly increased and has resulted in the capture of at least one batch of the Fulani traders and the release of eight children. Political Officers, when on tour in the hills, give special attention to the repression of the evil. Co-operation with the French authorities has also been continuous and fruitful. The Resident of Bornu Province reports that in several cases enslaved persons have been returned to their homes through the agency of French officers, and that information has been exchanged as to suspected slave-dealers and their spheres of operations. Similarly, the Resident of Yola Province reports that information concerning two cases of enslavement from the British Sphere was given to the French authorities, who tried the offenders and released the victims.

101. In Dikwa there were only four criminal prosecutions (as compared with twenty-five in the first year of the Administration) for slave dealing. In the Yola area three persons were tried and convicted for kidnapping. In Gashaka there were no convictions during the year and the traffic may be said to be practically non-existent. The Resident of the Cameroons Province reports that there were ten prosecutions in the Provincial Courts, involving twenty-two persons, of whom thirteen were convicted. In general, the trade in slaves has been reduced to small dimensions. It is now attended by so great risks that its disappearance can only be a matter of time.

102. Domestic slavery is, of course, on an entirely different footing from enslavement and the slave trade. The measures taken for the gradual emancipation of slaves, as prescribed by the Mandate, were discussed in detail at the Fifth (Extraordinary) Session of the Permanent Mandates Commission. Briefly the position is that the legal status of slavery is abolished, and all persons in the British Cameroons have been declared by Ordinance to be free. No British official and no British Court can deal with any man as other than free. At the same time

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so ingrained is the age-long notion of slavery that it has been found to be advisable in some cases to allow the Native Courts to provide persons of servile birth with the means of ridding themselves of the stigma attaching to their origin. Recourse to those means is purely voluntary and is taken in order to satisfy native public opinion. The process consists of an application to the Native Court for the issue of a Certificate of Freedom consequent upon an arrangement, usually involving the payment of a sum of money, between the ex-slave and the ex-master. Such arrangements are invariably made on very easy terms. For example, in Dikwa the amount paid is never more than £3 and may be much less. A proposal on the part of an ex-slave to redeem himself cannot be refused. If the ex-master attempts to refuse it, the Native Court may and does declare the ex-slave free without further ado, for it is a pious duty to promote emancipation.

103. Reference may here be made to a sentence in paragraph 3 on page 5 of the 1923 Report, which may possibly be capable of misinterpretation. It was there stated that " all persons in the Mandated territory having been declared free, there is no question of jurisdiction of Moslem Courts in slavery cases." The meaning is that it is not within the power of the Native Courts to enforce slavery. Their function in the cases referred to in the last preceding paragraph is merely to assist in promoting emancipation.

104. By some error in editing, a meaningless sentence crept into paragraph 18 on page 41 of the Annual Report for 1923. The sentence reads : " There are a number of persons in the British Sphere, who, in spite of public opinion which allots to them an inferior social position, voluntarily accepted a continued condition of quasi-slavery in 1917." The clause as originally written was : " the number of persons looked down upon by the general public as being of inferior or servile status is 1917." These persons are in native public opinion slaves or slave-born, and some clans will not admit inter-marriage of their daughters with the slave-born, but since 1916 no District Officer has recognised any legal or social status in such people other than the normal one of free persons protected under the British Mandate.

VII.—LABOUR.

105. Labour problems, in the usually accepted sense of the term, have not arisen in the Cameroons. Where almost the entire population is either peasant or pastoral, and where ample land is available everywhere, such a thing as industrial economic compulsion does not exist. The questions put under Sub-section (*a*) of Section II of the Questionnaire have, therefore, no practical application to the mandated territory.

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106. Forced labour for purposes other than essential public works and services is non-existent. The essential objects for which compulsion is occasionally applied are the customary clearing (but not the construction) of roads, the supply of carriers for Government transport, and, in the Cameroons Province, certain casual services required by the provincial administration.

107. All permanent labour is voluntary. To this rule there is no exception. There is, too, nothing in the nature of *corvée*. Labour in lieu of taxation, which was recognised by the German administration, has been entirely abolished.

108. In paragraph 22 on page 42 of the report for 1923 it was stated that in the Cameroons Province head transport was disliked by the people. Conditions have already begun to change. In 1924 no difficulty was experienced in obtaining all the carriers required by the local administration. The move of the garrison from Bamenda to Abakaliki (Nigeria) necessitated 900 carriers for fourteen days' transport to Ikom where they were relieved. Head transport at Bamenda has become almost a popular vocation. Numbers of men voluntarily spend a large part of their time plying for hire as carriers for Government.

109. In paragraph 24 (page 43) of the 1923 report the building of school-houses and teachers' quarters was enumerated among the unpaid services exacted by the Native Administrations of the Cameroons Province as a condition preliminary to the opening of a school. It has now been decided that the Native Administrations shall pay full value for all such buildings.

110. In the Cameroons Province the number of prosecutions for failure to obey the orders of native authorities in the matter of providing labour has decreased from 345 in 1923 to 263 in 1924.

111. In the Northern Cameroons there are no commercial firms and no plantations. In the Cameroons Province there are three English firms employing a very small number of shop and beach boys and a few labourers, all of whom are obtained voluntarily. The relations between employer and employed are regulated by the Master and Servant's Ordinance (cap. 70). No dispute arising out of this Ordinance has come before the Courts.

112. The only large employer of labour in 1924 was the Plantations Management, a Government Department which, during 1924, maintained ex-enemy private property in the Cameroons Province. The number of labourers employed varied from ten to twelve thousand. Plantation labour is entirely voluntary. No executive order, no pressure direct or indirect, forces any man to work. The position in short is that, attracted by the reports of a returned fellow villager, men voluntarily present themselves for employment in order to acquire the necessary dowry for a wife under the conditions of free board and lodging and easy work. Men are absolutely free to leave after the monthly

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pay-day; if they leave before without notice, they suffer a loss of pay. Employers obtain labour and retain the services of their employees solely by means of the conditions prevailing in that employment. The conditions under which contented labour is found and retained bear little resemblance to those prevailing in industrialised countries where the rate of wages is perhaps the chief condition. In the Cameroons it is rather the cheerful personality of the European manager or employer in direct contact with his men, the abundance of food provided, opportunities given for social intercourse, plays and dances, and for fulfilling religious duties: these are the sort of conditions that count at the present moment.

113. On the plantations the nature of the work is the ordinary cultivation and harvesting work required on an agricultural estate. Morning roll-call is at 5.30 a.m., mid-day rest 11.30 a.m. to 1.30 p.m., evening roll-call at 5.30 p.m. Where the work is easily regulated and checked, the labourer is free to leave as soon as he has finished his task. As the cacao drying houses and oil plant are only working during some six months of the year, there is but very little indoor work. The work indoors is nearly all done during the day and requires only a few labourers, so there is no occasion for regular shifts for night work beyond the watchmen and a few firemen.

114. The rate of pay on the plantations is 4½d. per diem in addition to all rations issued by the estate which also provides the necessary cooks. These rations are reckoned as of a nominal value of 1½d. per diem. The rate of pay may seem low, but as the estates have been worked with very little supervision it has not been possible to obtain anything like full tasks, with the result that work has not really been cheap. In the future when the estates are worked by private owners and labour fully supervised, a higher rate of pay will probably come about, accompanied by a better output on the part of the labourer than is at present the case.

115. There are hospitals on each of the larger estates, which are under the supervision and direction of the Medical Officers at Buea and Victoria. To each of these hospitals one or more dressers are attached with a supply of medicines and bandages, and they attend to minor injuries and ailments. The more serious cases are sent to the native hospitals at Buea and Victoria where they are treated directly by the Medical Officers.

116. The labourers on an estate are grouped together under headmen of the same clan. Labourers are free to choose under which headman they will work; the latter is responsible for looking after each man in his gang, reporting when he is absent or sick, etc. Headmen are paid according to the number of men who wish to work under them; thus the contentment of labour

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depends largely on the headmen, who also are the agents, unpaid as such, who attract further men from their clan or village to work in their gang. The more labourers the headman attracts and retains, the more he is paid.

117. The labourers, being absolutely free, can go to another estate or return to their country at any time they like. As they are encouraged to bring their wives and children, many have remained on the estates since they came under the control of the Mandatory Power. The average number employed during the past year has been about ten thousand men and lads. It is not possible to say what is the average time spent by labourers on any one estate, but under present conditions of housing, provision of plenty of free food, encouragement of family and social life, the number of men settling on the estates is continually increasing.

118. The sale of the Plantations, mentioned in paragraph 147, will entail the winding-up of the Plantations Department and the substitution of private management. It will be for the latter to ensure the continuance of the present favourable conditions of labour, if the supply of workers is to be maintained.

VIII.—ARMS TRAFFIC.

119. Throughout the mandated territory, traffic in arms and ammunition is practically non-existent. In the Northern Cameroons the number of arms in the possession of natives is negligible. In the Cameroons Province there are about 3,000 flint-lock muzzle-loading guns (Dane guns) in the possession of natives. These weapons, most of which are very old, were licensed under German law. They are used for protecting crops from damage by wild animals and also for making a noise at funerals, weddings, and other feasts.

120. Since 28th Feburary, 1924, the Arms Ordinance (Chapter 132 of the Laws of Nigeria) with its very stringent provisions has been applied to the British Cameroons.

121. The imports of arms and ammunition in 1922, 1923 and 1924 were as follows :—

Year.	Arms.			Rounds of Ammunition.		
	Revolvers.	Rifles.	Shotguns.	Revolver.	Rifle.	Shotgun.
1922	17	8	38	795	1,330	7,500
1923	8	10	17	524	2,315	7,995
1924 to 10/12/1924 ...	5	1	10	106	275	5,662

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122. It is impossible to say how many arms of precision remain at any given time in the mandated territory for the reason that not a few of such arms have already paid duty and been licensed in Nigeria before being brought into the Cameroons. The great majority are imported by Europeans and are usually taken out of the Cameroons by the owners when the latter return to England.

IX.—ALCOHOLIC LIQUOR AND DRUGS.

123. Trade in alcoholic liquor is regulated by the Liquor Ordinance (Chapter 131 of the Laws of Nigeria).

124. The whole of the Northern Cameroons and the Bamenda and Mamfe Divisions of the Cameroons Province are "prohibited areas." In such areas spirits may be neither sold to nor possessed by natives.

125. The manufacture and consumption of native beer are contrary to Islamic law and are, therefore, punished by the Mohammedan Courts if the offender is a Mohammedan. Among the pagans, native-brewed beer is a food quite as much as a beverage. The Ordinances regulating the manufacture and sale of native liquor (Chapters 75 and 76) are not applied to pagan areas.

126. There was but one prosecution under the Liquor Ordinance, in which three convictions were obtained. This occurred in the Cameroons Province.

127. The importation of trade spirits is forbidden by the regulations under the Customs Ordinance. For the purpose of these regulations all spirits are regarded as trade spirits except the following:—

(i) Whisky, *i.e.*, a spirit—

(*a*) obtained by distillation from a mash of cereal grains saccharified by the diastase of malt; and

(*b*) stored in wood for a period of three years.

(ii) Rum, *i.e.*, a spirit—

(*a*) distilled direct from sugar-cane products in sugar-cane growing countries; and

(*b*) stored in wood for a period of three years.

(iii) Brandy, *i.e.*, a spirit—

(*a*) distilled in grape-growing countries from fermented grape juice and from no other materials; and

(*b*) stored in wood for a period of three years.

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(iv) Gin, *i.e.*, a spirit—

(*a*) produced by distillation from a mixed mash of cereal grains only, saccharified by the diastase of malt, and then flavoured by redistillation with juniper berries and other vegetable ingredients; and of a brand which has been notified as an approved brand by notice in the *Gazette*; or

(*b*) produced by distillation at least three times in a pot-still from a mixed mash of barley, rye and maize saccharified by the diastase of malt; and then rectified by redistillation in a pot-still after the addition of juniper berries and other vegetable flavouring materials.

(v) Spirits imported for scientific purposes.

(vi) Drugs and medicinal spirits passed as such by the Comptroller of Customs, and perfumed spirits.

(vii) Alcoholic bitters, liqueurs, cordials and mixtures passed as such by the Comptroller which are not deemed to be injurious spirits within the meaning of the Liquor Ordinance.

(viii) Spirits in miniature bottles imported as bona fide samples in the ordinary course of commercial business.

(ix) Methylated and similar spirits totally unfit for use as potable spirits.

128. The importation of alcoholic liquors for the years 1922, 1923, and 1924 were as follows :—

	1922 *gallons.*	1923 *gallons.*	1924 *gallons.*
Brandy	36	24	37
Whisky	790	593	728
Rum	2	11	3
Gin	476	379	1,025
Liqueurs	41	30	27
Medicated Spirits	21	66	—
Beer, etc.	1,566	3,108	4,356
Wines and Vermouth ...	729	814	938
Unenumerated Spirits ...	15	28	27

129. The import duties on liquor set out in paragraph 33 on pages 45 and 46 of the Report for 1923 are still in force.

130. There are six retailers licensed to sell liquor in the Cameroons Province, also one wine and beer off-licence. The fee for the former licence is £15 per annum and for the latter £1 per annum.

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131. The importation and sale of dangerous drugs is regulated by the Drugs and Poisons Ordinance (Chapter 50 of the Laws of Nigeria). In practice such drugs are only imported by the Government for the use of Medical Officers.

X.—LIBERTY OF CONSCIENCE.

132. There is absolute liberty of conscience with regard to all religious denominations, whether Christian, Mohammedan or pagan, provided, of course, that no religious or fetish rites are practised which are repugnant to humanity.

133. The Criminal Code provides for the free exercise of religious worship and provides penalties :—

(*a*) for offering violence to officiating ministers of religion;

(*b*) for disturbing religious worship or offering insult to any religion.

134. No Christian missions are at work in the Northern Cameroons.

135. In the Cameroons Province, as last year, there is but one organised Missionary Society at work, that of St. Joseph's (Roman Catholic) Society of Mill Hill, working from four permanent stations. No Protestant Society is in the field, though the arrival of three missionaries of the Basle Mission Society is expected. Meanwhile Protestant religious and educational work has been nominally under the control of the Missions Evangeliques de Paris at Duala.

136. It was stated in paragraph 38 (page 47) of the last Report, that " the German system of spheres of influence assigned to the various missions has not been adhered to." It may be as well to give the reasons for this departure from former practice. When the members of the first Missionary Society to arrive since the departure of the German missions in 1914–15 landed in March, 1922, it was found that a large number of Christians of various denominations was scattered throughout the province. Having regard to the terms of the Mandate it was considered impossible geographically to limit easy access to the Sacraments and religious instruction by means of executive orders which could have no force of law. As " all Christian missions meet with the active support of the local administration " it is not anticipated that any difficulties will arise through complete freedom of action being permitted to all recognised missionary societies.

137. The Mission schools under direct European supervision are the Roman Catholic schools at Kumbo, Sase, and Bonjongo. Besides these there are three Protestant schools under no direct European supervision, but which nevertheless are doing their best and are inspected by the Government Inspector of schools,

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as are the three Roman Catholic schools. As no system of Government grants-in-aid has yet been introduced, and as none of these schools could at present come up to the standard required for a grant, the Native Treasuries have come to their help in the case of the three Roman Catholic schools and one Protestant school (Tiko). These small grants, based on the reports of the Inspector of Schools, and recommended by the Divisional Officers, are authorised by the Resident, and take the shape of allocations of sums of from £22 to £32 per annum for payment of teachers and purchase of books and school material.

XI.—MILITARY AND POLICE.

138. The late administration had no naval base in what is now the British Sphere, and no fixed permanent military centre or fortress, and the Mandatory Power has established none. In the interior the Germans were wont to build their military and civil stations in defensive positions with crenelated walls and towers against native attack; these positions have now either been abandoned or the " fortifications " razed from sanitary motives.

139. From January to December, 1924, the Mandatory Power maintained one double company of the Nigerian Regiment at the old German military station of Bamenda. In December this company was transferred to Abakaliki (Nigeria). At the end of the year, therefore, no military force was maintained in the mandated territory. The old German fort at Bamenda is being converted into a large Government school.

140. A military patrol from British Bornu visited the Dikwa Emirate in the circumstances described in paragraph 28 above.

141. No Government Police were maintained in the Dikwa Emirate. In the Adamawa district north of the Benue a small Police escort of twelve rank and file is maintained. Owing to the primitive nature of the hill pagans in this region, it is still advisable to retain the means of making a show of force, although it is seldom necessary to use it. The necessity arose only once in 1924 in the circumstances mentioned in paragraph 39 above. In the Southern Adamawa districts the detachment of Government Police has been withdrawn. Nor is any detachment maintained in Grumpao, Yebbi, or Gashaka.

142. Throughout the whole of the Northern Cameroons, routine police duties, such as effecting of arrests, maintenance of order, etc., are performed by " dogarai " or Native Administration Police whose only weapons are staves.

143. In the Cameroons Province there is a purely civil police force of 160 men under the command of a British Commissioner of Police. This force is in all respects similar to the police force of Nigeria, though chiefly recruited locally.

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XII.—ECONOMIC EQUALITY.

144. The principle of economic equality laid down by Article 22 of the Treaty of Versailles is no new one where British administration is concerned. It has been the principle in force in the adjoining Colony of Nigeria ever since its foundation, and this principle has quite naturally been in force in the British Sphere since civil administration began. No differentiation has been made as to the import of goods from ex-enemy countries since the ratification of the Treaty of Peace, and the exclusion of subjects of these countries under Proclamation No. 22 expired in September, 1922. It may be added here that the British Cameroons benefits by the preferential import duty in the United Kingdom on cocoa and coffee grown " within the British Empire." The customs regulations and tariff in force are those of Nigeria.

145. Goods passing in transit by sea or inland navigation are exempt from duty. Imported goods in transit otherwise pay duty at the port of entry, but, if at the point at which they pass to foreign territory they are examined by an authorised officer and found to be intact, a refund of the original duty can be claimed at the port of entry. No refund of duty can, however, exceed the amount of duty paid in foreign territory, and no refund of duty is allowed on spirits.

146. The same principle of strict economic equality governs, or will govern, concessions, land tenure, mining rights, and the fiscal regime. No applications for concessions or mining rights have as yet been made.

147. The Plantations (ex-enemy private property) were put up for sale without reserve by public auction in London in November, 1924, the discrimination against ex-enemy purchasers, which was a condition of the previous auction, having been withdrawn. With the exception of three small lots all the properties were sold. Most of the buyers were the former German owners. The sum realised was £224,670. The actual transfer of the properties was fixed for March, 1925.

XIII.—EDUCATION.

(i) Dikwa.

148.—There are no mission schools in Dikwa or in any part of the Northern Cameroons.

149. When the scheme for educational expansion in Bornu Province, through the medium of schools at outlying centres, affiliated to the Provincial School at Maiduguri, was under consideration at the beginning of 1923, there was a concurrence of opinion that the first efforts should be concentrated on Dikwa as the headquarters of a large and prosperous division with a

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progressive and enlightened Sheikh, who could be relied upon to take an active interest in the conduct and well-being of the school. The response of the Sheikh and Council of Dikwa left no room for doubt on this point. Proposals were submitted to Government through the Provincial School Committee in April, and they received the sanction of the Governor in October, 1923.

150. At a meeting of the Dikwa Council held on 24th June, 1923, the members gave expression to clear and constructive ideas with regard to the scope and functions of the proposed school. They had anticipated sanction to the extent of choosing and clearing an admirable site for the school building and of preparing plans, and they were ready to start building forthwith.

151. In March, 1924, the buildings were completed. They consist of an imposing and commodious flat-roofed and arched mud building with an entrance hall and two class-rooms; quarters for the head teacher and a compact compound for boarders adjoining the main building. The school premises have been laid out with care and trees have been planted alongside the approaches to the school. Ample ground has been reserved for a farm and playing field.

152. A meeting of the Council was held in the School building on 5th March to make the final arrangements. The following decisions were made :—

(*a*) The School should be opened as soon as possible after the end of Ramadan.

(*b*) The number of pupils should be limited, at the outset, to thirty, constituting two classes with a staff of one head teacher, one teacher and one Arabic and religious instructor.

(*c*) The head teacher and teacher should be chosen by the Superintendent of Education from the staff of the Provincial School and the instructor be chosen by the Sheikh and the Judicial Council.

(*d*) The Dikwa pupils attending the Provincial School at Maiduguri should be transferred to the Dikwa School, at any rate for a time, in order to ensure an auspicious beginning.

(*e*) The remaining pupils should be selected by the Council, and should, as far as possible, be subsisted by their parents.

(*f*) Arrangements should be made to hold evening classes in Arabic for adults.

(*g*) The school should be an integral part of the Native Administration in the same sense as the Native Treasury, Native Courts, etc., and that its control should be vested, as far as possible compatible with efficiency and discipline, in the Native Administration.

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153. On 9th May the Superintendent of Education proceeded to Dikwa to supervise the opening of the School. This was done formally by the Sheikh on 12th May. He informed the Superintendent at a meeting of the Council that he was well aware of the necessity for small beginnings, but that he would not rest content until the Dikwa School could provide the same educational facilities as the Provincial School at Maiduguri.

154. *Attendance.*—

No. of Day Boys 31.12.24.	Average Daily Attendance.	No. of Boarders 31.12.24.	Average Daily Attendance.
14	13·53	13	13·18

155. *Curriculum.*—The curriculum and hours of work have been modelled on those obtaining at the Maiduguri Provincial School, and the former comprises English, reading and writing in English and Arabic, religious instruction, hygiene, arithmetic, geography, general knowledge, farming and games.

The visit of Sheikh Osman Mirghani, a teacher trained at the Gordon College, Khartoum, and now on the staff of the Maiduguri Provincial School, to Dikwa has had a very stimulating effect on the teachers. He arranged for the adoption of the direct method of teaching English and instituted a systematic method of Koranic reading combined with religious instruction.

156. *School Committee.*—With the approval of the Governor the Committee has been constituted as follows :—

The Resident.
Divisional Officer.
Superintendent of Education.
Sheikh's Council.

157. *Expenditure.*—The cost of education per head in Bornu Province is approximately £20; on this basis, the portion of Dikwa is £540. This is the approximate amount spent by the Nigerian Government; to this must be added £110 for erecting buildings and £105 for general expenditure in the School shown on the Native Treasury's Accounts.

158. School fees may be remitted at the discretion of the Superintendent. When fully paid, they do not exceed 1*s.* a month for day boys and 4*s.* a month for boarders.

159. *General.*—The prospects of education in Dikwa Division are distinctly promising. The Sheikh is anxious to open other schools in the near future, but the question of staff, both European and African, precludes this for a year or two. For the present effort will be concentrated on the school at Dikwa. As soon as circumstances allow, rural schools will be opened at other centres.

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(ii) Technical Education in Bornu and Dikwa.

160. Technical education, commenced in Bornu Province at the commencement of 1921, has conferred considerable benefits on the mandated territory of Dikwa.

Both pupils sent in officially by the Sheikh of Dikwa for training and pupils who have sought admission by themselves have received, and are still receiving, instruction in various crafts at the School of Arts and Crafts in Maiduguri; both types of people being subsisted, housed and clothed, in addition to receiving instruction, free of any expense.

161. Results even during this short period are increasingly apparent, and have amply justified the time, pains and care expended by the staff, both European and native, and the prospects for the future can only be described as good.

162. As a result of the advice given by the officer-in-charge of the Arts and Crafts School at Maiduguri, it has been found possible to open at Dikwa workshops which bid fair to become the nucleus of a much larger undertaking in the future. There has been established a carpentry and joinery department (with sawyers to make use of local timbers) which is flourishing. A smithy, in which has been installed a large hearth and bellows, is in a no less satisfactory condition. Ox-carts have been introduced and oxen trained to their use. A motor garage and staff of drivers and mechanics add greatly to the utility of the undertaking, which is staffed almost entirely by pupils trained in the Bornu School.

163. The Sheikh and the Waziri recently inspected the School and expressed their entire gratification at the progress made and the class of instruction imparted.

In addition to primary literary education, instruction is given in :—

> Motor mechanics, motor driving, blacksmithing, tinsmithing, leather working, joinery, cart and wheel-building, cabinet working, brickmaking, brickburning, bricklaying, cotton spinning and weaving.

Several of these crafts are in their infancy at present and, although pupils are under instruction, they are not yet proficient enough to return to Dikwa and ply their trades, and thus make way for others.

164. Eight pupils have been discharged to employment in the workshops previously referred to and another eight are under instruction at present. This number is likely to be added to considerably when facilities increase.

165. The cost of technical education in Bornu Province works out at approximately £41 per pupil. On this basis it may be said that the portion which may be debited against the Dikwa Division is £328.

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(iii) Adamawa District.

166. From the area north of the Benue there are nine boys undergoing instruction in Nigeria at the Yola Provincial School. Their fathers or the local Chiefs pay the small school fees of 10*s*. per pupil per year and subsistence of 6s. per month. The opening of a rural school at Mubi in the area north of the Benue in the near future is under consideration, the only obstacle at present being the lack of trained teachers. Facilities for the higher literary education of the native are available at the Training College at Katsina. It is open to all Mohammedans of sufficient ability who wish to go there after a successful career at the Yola Provincial School. Higher technical education is also available for boys of sufficient ability at the Kano Technical School. From the above description it will be seen that if the natives of the mandated territory wish to avail themselves of opportunities of education facilities are afforded them to do so in Nigeria.

(iv) Koranic Schools.

167. Throughout the Mohammedan areas of the Northern Cameroons there are numerous Koranic schools. In some of these the foundations of Arabic scholarship are laid, but in many of them it must be confessed that the pupils do not progress beyond learning a few passages of the Koran by rote.

(v) Cameroons Province.

168. All schools are elementary and fall under four categories :—

(*a*) Government schools.
(*b*) Native Administration schools; infant classes only.
(*c*) Mission schools.
(*d*) " Hedge " or unofficial native schools.

169. The following table shows the establishment of the teaching staff in the Cameroons Province and their qualifications :—

Schools.	West Indian.	1st Class Cert.	2nd Class Cert.	3rd Class Cert.	Asst. Teacher.	Without Certif.	2nd Year Pupil Teachers.	1st Year Pupil Teachers.
Government ...	1	7	6	2	9	—	3	7
Native Admn. ...	—	—	—	1	21	—	—	—
Mission	—	—	—	—	—	48	—	—
Totals ...	1	7	6	3	30	48	3	7

The weakness in the teaching staff of the Native Administration schools is due, not to the lack of funds, but to the impossibility of finding qualified teachers: that of the Mission schools is due to the same cause with the lack of funds in addition.

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170. On the rolls of the six Government schools there are 967 boys and 102 girls, with a total average attendance of 785.

171. On the rolls of the twelve Native Administration schools there are 637 boys and 19 girls, with a total average attendance of 526.

172. On the rolls of the five Catholic Mission schools there are 569 boys and 12 girls, with a total average attendance of 440. Of these five schools only three are under the immediate supervision of the Mission Fathers and one has been closed by the Mission and the pupils transferred to the Victoria Government School.

173. On the rolls of the thirty-three Protestant Mission Schools there are 1,216 boys and 82 girls, with a total average attendance of 868, but of these schools only one can be said to be efficient; the remainder but serve to keep alive the interests of the Mission in their several areas. These schools are under the nominal management of the French Protestant Mission in Duala and are but rarely visited by a European pastor.

174. The " Hedge " schools, which consist almost entirely of irregularly attending children, are often closed for long periods during harvesting and planting, and have no organisation, materials or qualified staff. They are merely the means employed by catechists of German days to keep together the numerous mission nuclei to be found in almost every village of any size in the two southern Divisions. Statistics are impossible to get and the schools can be neglected as institutions benefiting the Province at all in the matter of education.

175. During the last three years the standard of education in the Government schools has been materially improved and now compares favourably with that of schools in Nigeria.

A special point is made of eradicating " pidgin English," of teaching domestic economy and of encouraging the local arts and crafts. The Inspector of Schools reports that he was much impressed during his tour of inspection with the very noticeable advance made under domestic economy.

176. The Native Administration schools aim at elementary education for the mass, just sufficient to enable them to pursue their normal occupations more efficiently and to give them the necessary grounding so that, if they desire it, they can continue their studies at the nearest Government school.

177. Under the supervision of the Inspector of Schools the organisation of all the schools, Native Administration as well as Mission schools, is standardised by means of the Education Manual, printed Time Tables and Schemes of Work. The Inspector of Schools is constantly on the move visiting the Government and Native Administration schools and such of the Mission

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schools as he may be asked to visit, so that he is able to work in co-operation with the Managers and Political Officers, adding, during each tour of inspection, to his experience of the need and general outlook of the country as a whole and of the schools severally.

178. The school gardens are a feature of the Cameroons schools in spite of the fact that the parents of the pupils strongly objected to their sons working on the land in school hours when they would much rather they worked on their own farms. The produce is used during the season of scarcity, immediately before the harvests, to feed those boarders who find it impossible to bring food from their homes. In the Mamfe Division this difficulty is also overcome by the scholars paying into a common fund at the rate of a penny a day, the Divisional Officer, through the head teacher, contracting to obtain the required amount of food.

179. The books used in the Cameroons Province are as far as possible identical with those used in the Nigerian schools. All schools are equipped with the necessary apparatus including that required for kindergarten work.

180. There was a decrease in the number of children in the Native Administration schools from 843 in 1922 to 800 in 1923. The number on the roll for 1924 was only 656. But the average attendance for 1924 was much better, being 526 on a roll of 656 as compared with 533 on a roll of 800 in 1923.

181. The local administration has noted the Permanent Mandates Commission's recommendation (in its Report on the work of its fourth session) as to character training and discipline, the teaching of agriculture, arts and crafts, and elementary hygiene; and what can be done to carry out these recommendations has been done. Much may be accomplished in the matter of character training and discipline through the constant supervision of the schools by the European Inspector and by the Administrative Officers, the interest they show and the moral influence they exert, but more still can be done by well-trained teachers, and of these there is a shortage. Steps, however, have been taken to start a Secondary department in the Victoria School in January, 1925, and a normal class will follow in due course.

XIV.—PUBLIC HEALTH.

(*a*) Northern Cameroons.

182. It has not been possible to maintain permanent medical stations in the Northern Cameroons. If advice and help are required on medical matters, the Medical Officers at Maiduguri (Bornu Province) and Yola are called upon.

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183. The Medical Officer at Maiduguri has visited Dikwa town in company with the Resident and has thus been able to inspect the schools, prison, and other public institutions with him, and to give advice generally on sanitation and directions as to treatment of any sick people. He has also visited the place during the recent epidemic of relapsing fever, which seems to have been widespread all over the Chad basin, and for this complaint has administered a large number of intravenous injections of salvarsan with good results.

184. The Shehu of Dikwa is very keen to introduce modern methods of medical treatment among his people. He frequently sends cases for operation or treatment to the Government Hospital at Maiduguri. Among these have been surgical cases of elephantiasis, amputation, ascetes, and various injuries of a severe nature besides many cases which require medical treatment only such as syphilis and bilharziosis.

185. The Government Hospital at Maiduguri (about fifty miles from Dikwa) is well equipped with all necessary drugs, instruments and dressings. The staff includes both a fully-qualified nurse and dispenser.

All this service is supplied free by the Government; and, in addition, if the patient is poor or not able to provide him or herself with suitable food, he or she is also subsisted free. Cases who are unable either to walk or ride to Maiduguri are brought by motor-car, and by this means serious cases can be got to hospital from their homes in about three hours during the greater part of the year when the road is open.

186. Attempts have been constantly made to deal, by vaccination on a large scale, with the severe epidemics of smallpox, which annually take a large toll of death among the people. A qualified vaccinator vaccinates free of charge all who present themselves, as well as all school boys and prisoners, etc. The vaccine is provided by the Government or the Native Administration. The people are gradually realizing the benefits and come forward in increasing numbers. Compulsion is not employed, as it is thought better gradually to gain the confidence of the natives rather than to alarm them by too strenuous measures at first.

In the south of the Division and among the Shuwa Arabs inoculation of smallpox from pre-existing cases is largely performed by the natives themselves. It is hoped that as time goes on it may be possible to persuade them to replace this very dangerous practice by the safer method of vaccination.

187. General sanitation in Dikwa town presents many problems, but much has been done to improve matters, and the town and market is now kept very clean and free from refuse and

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rubbish, thereby greatly diminishing the number of flies. The difficulty of dealing with surface water is increased by the situation of the town on an open plain with hardly any slope for natural drainage, and with a subsoil of impermeable clay. There are also vast swamps to the south and west of the town. Attempts are being made to cut channels, to drain off the surface water at various points in the town itself and to have filled up the numerous pits from which clay has been taken to build the houses, and which become filled with stagnant water during the rains. In spite of these drawbacks it does not appear that there is an excessive amount of sickness among the inhabitants compared with other places in Bornu Province, and the health of Europeans stationed there has been for this year good.

188. In the areas attached to Yola and Muri Provinces the great distances and the backward state of the people make it difficult to do more than take simple measures to prevent the spread of epidemics. Free medical treatment is always obtainable at Yola, where the Government Medical Officer is stationed and where there is also a well-stocked Native Administration hospital. No serious epidemic occurred during the year 1924.

(*b*) Cameroons Province.

189. The Cameroons Province is served by three Medical Officers at the stations of Victoria, Mamfe, and Bamenda. These are assisted by a staff of forty-seven natives whose disposition is as follows :—Victoria eighteen; Buea nine; the Cocoa Plantations (recently sold to Europeans) fifteen; Mamfe three; and Bamenda two.

There is a European Hospital in Victoria, which can accommodate eight patients (two beds in each of the four wards) and small native hospitals exist at Victoria, Buea, Mamfe, and Bamenda. Dispensaries and dressing stations are dotted about in the cocoa plantations between Victoria and Buea to the number of twelve, and under the conditions of sale of the Plantations the dispensaries will shortly be handed over to the purchasers.

190. As the unofficial population of the Province is estimated at about 347,000, it can easily be realised how large is the area for each medical officer and how difficult it is, and in some places almost impossible, to estimate, even roughly, the prevalence of disease among the community.

191. *Trypanosomiasis.*—In view of the fact that the Cameroons is in close proximity to sleeping sickness areas and that infection can easily be carried along trade routes, it is rather extraordinary that in spite of the prevalence of tsetse-flies in the Province only one case was definitely diagnosed as trypanosomiasis.

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192. *Tuberculosis.*—Eighty-eight cases of tuberculosis have been notified with a mortality of six per cent. There is, however, reason to believe that these figures do not reveal the correct incidence and that the disease is much more prevalent. The disease being insidious in its onset it does not occur to the native that European aid is necessary in the early stages and cases are therefore seen in an advanced condition. Native nurses and dressers may treat it as bronchitis and pleurisy. Even when a Medical Officer attends the case the progress is so slow that the patient becomes doubtful of the future beneficial effects of treatment and ceases to attend the hospital.

193. *Malaria.*—There were 2,549 cases of this disease treated with six deaths. Both at Victoria and Mamfe parents are bringing their children in increasing numbers to the hospitals in order to receive treatment. The patients react very readily to quinine, and a good number of infant lives must be saved in consequence.

194. *Plague.*—There has been no plague in the Cameroon Province: passengers arriving by sea from infected ports are examined by the Medical Officer before landing.

195.—*Leprosy.*—It is difficult to say to what extent this disease is prevalent. Thirty-four cases were treated at Mamfe, seventeen at Bamenda and ten at Victoria. Moogrol has given good results in two cases at Victoria, and it is hoped that the success obtained may encourage others to come voluntarily. There is reason to believe that fear of segregation prevents disclosure of the disease.

196. *Venereal Disease.*—There were 649 cases of gonorrhœa treated and 324 cases of syphilis. The three medical stations seem to show considerable difference in the incidence of these diseases: Bamenda having relatively the largest number (341 cases of venereal disease out of a total of 973). Mamfe had ninety cases of gonorrhœa but no syphilis: the remaining 542 cases of venereal disease were distributed between Victoria and Buea. This difference in distribution of the disease seems to be attributable to various causes: the comparatively large number at Bamenda was most likely due to the presence of troops; and the comparatively few cases at Mamfe to the sparse trade and the paucity of trading routes between it and other places. At Victoria, for a place so much in contact by sea and land with the outer world, the amount of venereal disease does not seem excessive. Gonorrhœa is treated by irrigation: and syphilis by injections of neosalvarsan and by the internal medication of mercury.

197.—*Yaws.*—There are 1,737 cases of this disease recorded in the hospital records for the year; the greatest number (1,076) being at Mamfe, and the fewest (53) at Bamenda.

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198. *Smallpox.*—There was no smallpox recorded in the Bamenda area; only four cases at Mamfe and nine at Buea. The percentage of vaccinated persons, for tropical Africa, appears to be high; during German occupation the people were vaccinated widely, compulsion being used where necessary. In Mamfe there is definite opposition to vaccination. In the Victoria and Buea districts the people appear to be more docile, and the two vaccinators who are employed there seem to experience little difficulty in vaccinating. Their work is frequently inspected and has been found to be quite satisfactory.

199. *Filariasis.*—This disease is extremely common in the Cameroons; 1,285 cases were examined solely for filariasis and in eighty-three per cent. microfilaria were found. It is probable, however, that given more time and opportunity for examination, many other diseases, now recorded under other headings, would be placed under filariasis.

200. *Ankylostomiasis.*—There were 146 cases, with five deaths, of this disease: of fifty-three hospital patients examined at Mamfe, ten were found to be infected.

201. *Dysentery.*—Is on the whole an uncommon disease in the Cameroons territory.

202. *Helminthiasis.*—Infection with *Ascaris Lumbricoides* seems to be almost universal; tape worm is uncommon.

Habits and Customs, etc., which have a Relation to the Health of the Community.

203. Polygamy seems to be common throughout the Province, the number of wives being proportionate to a man's wealth. Payment for a new wife is often spread over a number of years. Promiscuity exists to a considerable extent also.

204. Houses are built of mud and wattle made of the raphia palm; for the most part they are small, low, square buildings generally without a window or other means of ventilation except the door; palm-leaf mats are used for roofing, and occasionally grass thatch.

205. In the country round Victoria the men wear as a rule trousers and vest, and the women some kind of cloth, all of imported material. In Mamfe and Bamenda areas the clothing worn is very scanty, but the men wear clothes more generally than the women.

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206. Coco-yams, plantains, palm-oil, salt, dried fish and beans are the staple diets of the low-lying districts near the coast; meat is expensive and difficult to obtain; cats, dogs and rats are all eaten and regarded as delicacies; dogs are especially in request and are reared and fed for the table of the more wealthy.

In the districts round Bamenda, maize, sweet potatoes, groundnuts, guinea-corn and beef are the main articles of diet.

207. With regard to the suggestion of the Commission that it would be desirable, in order to limit the spread of venereal disease, to submit itinerant traders to medical examination, it may first be remarked that itinerant traders are not licensed in the mandated territory nor in Nigeria. The licence, instituted by the Germans for customs purposes, was abolished in the Northern Provinces in 1920 and the Southern in 1923 as being in restraint of trade. It would be highly inadvisable to re-impose the licence for the same reasons which were urged when its abolition was recommended. In a new and undeveloped country such as this everything should be done to civilise the people by promoting intercourse between the villages, and this is best done by affording every facility for trade. A large proportion of the men and women trade at one time or another, and it was found in practice extremely difficult to distinguish between the whole-time and the part-time itinerant trader or to draw up any satisfactory definition for licensing purposes. The trade licence under the Germans served mainly as a protective measure against Nigerian goods. To the people it served no useful purpose, but was on the contrary a constant source of irritation and offered ample scope for abuse by the native police. As an example of its economic effect, the licence killed the trade in livestock between Bamenda and Ikom. On economic grounds, therefore, there are definite objections to the re-imposition of the licence. On hygienic grounds, it is very doubtful whether the examination for venereal disease of an itinerant trader would do much to reduce infection unless venereal diseases were made compulsorily notifiable and the patients compulsorily detained and treated.

XV.—LAND TENURE.

Dikwa.

208. In paragraph 12 on page 8 of the 1923 Report it was stated that further and more detailed information would be supplied regarding native land tenure in Dikwa. This subject has received special investigation, the results of which are embodied in Appendix III.

209. Briefly, it may be said that three sets of ideas of land tenure are prevalent, the one, the most primitive and among the aboriginal inhabitants, of property in land as vested in the chief of the clan community as trustee; the second which regards all

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land as vested in the Sheikh, as paramount lord and landowner, and recognises only right of occupancy or lease at the discretion of the Sheikh; and the third which applies practically only to certain types of soil and which, while recognising the sovereign title of the Sheikh, insists on the fruits of labour spent in improving the land being secured to the occupier by the right of transfer, lease, and descent to heirs.

All these sets of ideas are recognised and protected under the Land and Native Rights Ordinance which lays down that regard shall be had "to native laws and customs existing in the district in which such land is situated."

No lands are considered as the absolute property of the State, nor are lands anywhere strictly speaking communally owned.

Adamawa Districts, Grumpao and Yebbi.

210. In this area the situation is less complicated than in Dikwa. It is summed up in the following extract from the Acting Resident's report :—

> "Land is vested in the Chief, who assigns unoccupied portions to those who desire it. The native law and custom, whilst it entitles each individual native to claim sufficient land for the support of himself and his family so long as he fulfils certain obligations demanded by the laws of the tribe, is equally emphatic in denying to him individual proprietary rights in land; whilst his claim to occupy national land was recognised he was invariably liable to forfeit these claims and even to be dispossessed for contravention of local customs. Land has not yet acquired an exchange value. The assignee and his heirs have undisturbed possession of the land assigned, together with the usufruct of the trees growing on it, provided they continue to claim or farm it. No cases have come before the administration in which land as property has been sold though instances occur of the pawning or sale of the harvest. There is no lack of potential farming land and registration has, therefore, hitherto been unnecessary and will probably remain so for a long time to come."

Gashaka.

211. No special features call for notice in this area.

Cameroons Province.

212. Outside the Plantations, there has been no change in the situation described in previous reports.

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213. The result of the sale of ex-enemy private property mentioned in paragraph 147 is that all but three plantations are held, as nearly as the difference between British and German law will permit, on the same tenure as that on which they were held by the former owners. In most cases the tenure acquired by the purchasers is full ownership, subject to certain restrictions defined in the conditions of sale. In a few cases the tenure acquired is leasehold with an option to purchase the full ownership on agreed terms.

XVI.—MORAL, SOCIAL AND MATERIAL WELFARE.

214. The general policy of the Mandatory Power in regard to the Cameroons is to educate the natives to manage their own affairs and to evolve from their own institutions a mode of government which shall conform to civilised standards. The belief which underlies this policy is that every system of government, if it is to be permanent and progressive, must have its roots in the framework of indigenous society.

215. In order to illustrate the objects which the Mandatory Power has in view, it may be permissible to consider what the opposite and alternative policy would involve. It would, no doubt, be possible, if funds were available, to introduce a host of British officials, to sweep aside all but minor native chiefs, and to administer the country as far as possible on European lines. Such a form of government might be humane, incorruptible and efficient. It would also be alien, exotic and impracticably expensive.

216. If the ultimate object, however remote, of the government of backward races is to raise them to a state of civilisation in which they can stand alone, it is evident that they must be provided with a governmental machine with the control of which they themselves can be associated in an ever increasing degree. If the machine is capable of being manipulated only by foreign hands, the withdrawal of outside assistance will speedily bring it to a standstill.

217. The evolution of indigenous institutions, in the sense contemplated above, does not mean that those institutions are to be allowed to grow unchecked and uncontrolled. It implies close and continuous direction, supervision and guidance by administrative officers. It implies repression and excision of abuses. European standards and methods must be introduced in the form and measure in which they can profitably be grafted on to the pre-existing stock .

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218. It need scarcely be said that the policy of indirect administration can and must be applied in a variety of forms and degrees. The highly organised state of Dikwa cannot be dealt with on the same lines as the primitive hill-pagans who are still in a state of savagery. But between these extremes lie a number of communities whose administration calls for variety of treatment.

219. The manner in which these problems are viewed by the officers in immediate charge of the Mandated Territority may be illustrated by extracts from their reports. The Acting Resident of the Bornu Province writes concerning Dikwa as follows :—

> "As the results of any measures taken for the moral, social and material welfare of the natives must very largely depend on the form and sympathetic accordance with native ideas of the administration which carries them out, and as it is a cardinal point in the policy of the Mandatory Power and of the League of Nations that the natives of the territory should participate to the utmost possible extent in the public services, the political officer's time and attention have been very largely given to the consolidation of native institutions into an effective and a live ' native administration.'
>
> In the Dikwa Emirate with the organisation of the ancient Bornu empire still available and a high percentage of literate persons it would not be difficult to inaugurate various forms of public activities on the European model, but it is safe to say that progress would be largely specious, and unless constantly under the eye of a political officer these activities would deteriorate into inefficiency and means of abuse.
>
> Far greater hopes of lasting benefits from reforms lie in the policy of developing and influencing such native institutions as exist, while pruning them of the abuses of the old regime. To refrain, therefore, from issuing numerous imperative injunctions or prohibitions which, however salutary and needed they may be in themselves, would not be appreciated by the mentality of either chiefs or people and would consequently be thought irksome and tyrannous; to engage in the fullest and frankest discussions of all matters with the Sheikh and his chiefs in the native language, which all political officers speak, so as to induce in them an appreciation of and demand for progressive things: and to tour among the peasantry as much as possible and so maintain a first-hand knowledge of the effect of administrative measures in the humblest: these are the constant duties which the Political Officer holds before himself. This policy has been fully indicated in previous reports and it is not necessary now to do more than outline the present organisation as it stands.

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Sheikh's Council.—This consists of the Sheikh, the chief Limam, the Chief Kadi, the Waziri (belonging to one of the Arab families) and the titular head of the Beriberi (Kanuri) tribes, and forms the Executive Council which meets the Political Officer at least once a week and with whom every matter of any importance is freely discussed before action is taken. The Sheikh shows much initiative and the standard of debate is high. All these officials are well salaried, the Shehu receiving £3,000 a year and the others from £120 to £240 per annum.

District and Village Administration.—Thirteen district headmen resident in their districts have replaced the extortionate agents and messengers of absentee fief holders of the old regime. They are salaried at from £120 to £180 per annum. One hundred and sixty-eight village headmen control single villages or groups of hamlets, defined in accordance with some natural grouping, historical or tribal, and receive small salaries of £12 to £60 per annum. These are chosen from, and generally by, the peasantry themselves, and, as they have security of position, are the bulwark against oppression. These district and village headmen are responsible for good order in their units and for the collection of taxes.

Law Courts.—There are seven law courts presided over by a Kadi versed in the Moslem law; of these, one is the court of a chief Kadi who sits in Dikwa, who can take appeals and who reviews monthly, in conjunction with the Political Officer, the work of the District Courts. The Sheikh's Council act as a court in administrative matters, for example, the wrongdoings of agents of the administration, slavery and land cases.

The jurisdiction of the Political Officer, who is a Commissioner of the Courts of Nigeria, is independent of these native courts and he can transfer cases from the native courts to his own at discretion. All persons have the right to come direct to the Political Officer's court.

Police, Prison, and Treasury administration are under the close supervision of the Political Officer. Education and Public Health have also been discussed in their proper places. It will be seen that the extent to which natives participate in the public services and tribunals is very considerable indeed and it cannot but be that their interests, rights, and customs receive automatic protection. Moreover, where under the old regime the peasantry was largely exploited by the court at the capital, now the institution of resident district headmen as spokesmen of the people has created a wider sharing in the fruits and responsibilities of government, while the Political Officer, comparatively

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free from the burden of routine paper work or of the petty details of administration, is in a position to keep in touch with the public opinion of all classes and to act as arbiter between the stronger and the weaker. Moreover, it is believed that in the training in the act of self-government according to civilised standard the mandatory power is giving to the natives of the territory the greatest benefit which it is in its power to bestow."

220. The application of the policy of indirect administration to the Cameroons Province was fully discussed on pages 56 to 58 of the 1923 report. In amplification of that discussion the Resident writes :—

" Under the system of indirect administration the principal work of the District Officer is not only the solving of every question of administration as it arises but, in addition, in teaching the chiefs or Councils to solve these problems for themselves. His work is thus more arduous than that of his colleague working under direct rule, for it demands of necessity more persevering patience, tact and intimate knowledge of native mentality, laws and customs and genealogies; it also demands a measure of self-effacement instead of the easier self-assertion.

With direct administration the District Officer is the local representative of Government, enforcing the orders of his distant superiors and administering European justice which is by no means the same as African justice. By the nature of his position he is more concerned with things material than with ideas, with what is visible than what is hidden, with roads and bridges than with social uplift and political advancement of the people. As a direct ruler he relies on himself, on his driving force and technical knowledge. His visions are those of a perfectly ordered country, quiescent under his rule. Self-assertion on his part and unquestioning docility on the part of the people must perforce distinguish his administration.

Different will be the outlook and methods of the District Officer under indirect administration. He will still have to collect revenue, administer justice, construct roads and bridges, build houses and keep his district in order, but these duties will not be the end-all of his work and even these duties he will carry out in a different manner. All the time he is seeking the foundations on which to build up a true native administration and having found them, he has to guide and advise the people into administering themselves, in the firm belief that it is for their ultimate moral welfare that they should be so educated and in the knowledge that all races prefer local self-rule, relatively inefficient though it may be, to direct alien rule however just and benevolent.

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Among the subsidiary effects of this policy may be mentioned :—

(*a*) That justice in accordance with native law and custom is administered by the people themselves, as represented by their chosen leaders, over their own people with no interference from European authority other than advice and guidance, and the ever watchful eye of the District Officer to see that the weaker and unpopular members of the community are not prejudiced. Murder, brigandage and all serious criminal cases, as well as civil suits involving an amount of more than £25, are reserved for action by the Provincial Court, and in all cases an aggrieved person can without difficulty lay his complaint before the District Officer, who can quash or amend the judgment, or retry the case himself. An extract from a report from the Bamenda Division truly expresses the practical value of the Native Courts :—

> ' The Native Courts have done their duty during the year with very good results. Their superiority over the alien Provincial Court in settling the innumerable cases which come before them is apparent to the most obtuse observer, and is due to their almost complete disregard of law, as we know it, and logic. Where the European, driven by the dictates of pure reason, would have to dismiss 75 per cent. of the cases for want of evidence, the Chiefs work on intuition and the law of probabilities. Left to themselves, they would scarcely trouble to call that fad of the white man's, the witness, in whose value the parties concerned are now coming to have a child-like faith, but whose parrot-like repetition of his principal's case would not deceive the most credulous. In dowry cases it is almost unknown for either side to tell the truth, and yet the Chiefs settle hundreds to the apparent content of both parties.'

It should, however, be stated that in the Bamenda Division 99 per cent. of the population is totally ignorant of English methods of administering English justice. The witness referred to is the professional witness hired by either party to the suit to give evidence on his employer's behalf. In the Bamenda Native Court alone, near which an Administrative Officer is always in residence and where, therefore, appeals to him are especially easy, 707 cases were heard with only 21 appeals to the District Officer. Of these, twelve were allowed.

(*b*) That the people are trained in the control and expenditure of public monies. As one half the direct taxes and all fees and fines collected by the Native Courts are payable

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into the Native Treasuries, one for each of the four divisions, so the people get the direct local benefit for all expenditure and learn to take their share in the allocation and control of that expenditure.

(*c*) That the people are not burdened with tax-gatherers. Taxes are collected through family, village and clan Heads, checked by the Native Court or District Head and remitted to the Native Treasury. Receipts are by means of stamped metal discs, differing for each year, given to the individual by the above-mentioned collectors at the time of his paying the tax.

(*d*) That among the forest people, whose democratic instincts are strong, the village and clan Councils, in process of gradual evolution, will eventually provide a native Executive and give each individual the opportunity for self-realisation."

XVII.—PUBLIC FINANCES.

221. In the report on the work of the Fifth (Extraordinary) Session of the Permanent Mandates Commission it was stated that the Commission was unable to inform the Council of the League of Nations whether the administration of the Cameroons showed a deficit or surplus. It was further stated that " the Commission would be satisfied if it were provided . . . with budgets and accounts based either wholly or partially on estimates, provided the methods employed in drawing them up were clearly explained."

222. In previous reports the financial statements have been restricted to revenue actually collected and expenditure actually incurred within the limits of the Mandated Territory. The Commission's objections to this method evidently rest on the view that on both sides of the account there are, apart from the items hitherto shown, other items of the budget common to Nigeria and the Cameroons, and that the Cameroons ought to be debited and credited, as the case may be, with a proportion of such common items. In order to meet the wishes of the Commission the financial statement for the year ended 31st March, 1924, in Appendix I, is presented in an amended form, in which actual and proportional figures are combined. The proportional figures are based on the ratio of the population of the Cameroons to the aggregate population of Nigeria plus Cameroons. This ratio is represented by the fraction $\frac{1}{25}$.

223. There are, of course, numerous items of revenue and expenditure which can be stated without recourse to the proportional method. Thus, for direct taxation, licences, rents, fees and fines it is not necessary to go beyond the figures of actual

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collection. On the other hand, in such cases as contributions to the Widows and Orphans Pensions Scheme, and Currency Board Profits, no actual figures exist. The proportional figures are therefore given.

224. Customs revenue presents greater difficulties. The sum actually collected in the Cameroons was £12,338. One twenty-eighth part of the total customs receipts of Nigeria and the Cameroons was over £94,000. To credit the Cameroons with the latter sum would be patently absurd. It would imply that of the dutiable goods which found their way into the Cameroons less than one-seventh entered by way of Victoria, and that more than six-sevenths, having paid duty at Nigerian ports, were imported over the Cameroons-Nigerian land frontier. It would imply, too, that the purchasing power of the Cameroons people was far beyond any reasonable estimate of their wealth. In actual fact it is certain that the great bulk of imports pass through Victoria and that the dutiable exports which are not dealt with by the Cameroons Customs authorities are negligible. For all these reasons, therefore, the mandated territory has been credited with twice the amount of the import duties actually collected within the territory and with the actual amount of the export duties so collected. It may be taken as certain that these calculations err on the side of generosity toward the Cameroons.

225. On the expenditure side the Cameroons has been debited with one twenty-eighth of the Governor's and Lieutenant-Governor's salaries, etc., and the cost of the Secretariats. In the case of the departments (*e.g.*, the Medical, Posts and Telegraphs, Marine, Public Works Department, etc.), which are represented in the Cameroons, the actual local disbursements are shown, and, in addition, a proportion of the expenses of the headquarters office in Lagos.

226. Where a department has no representative in the Cameroons, but is charged with the supervision of some branch of Cameroons affairs, the mandated territory has been charged with one twenty-eighth of the cost of maintaining the department. Examples are the Treasury, Audit, Legal and Judicial departments. The same proportion of the cost of the Nigerian Regiment has also been charged, the assumption being that the company maintained at Bamenda in 1923–24 did not necessarily represent the exact military requirements of the Cameroons, but that the latter territory ought properly to be regarded as deriving a proportionate benefit from the general military dispositions of the West African Frontier Force.

227. Some items of the Northern Cameroons expenditure are shown as "estimated." These are mainly concerned with the emoluments of officers whose activities are divided between the mandated territory and Nigeria.

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228. The financial statement shows that the administration of the mandated territory resulted in a deficit of £53,334 19s. 5d. If no account had been taken of proportional figures, *i.e.*, if the statements had been restricted to revenue actually collected and expenditure actually incurred within the Cameroons Province, the deficit would have been £62,884 2s. 11d. This is in fact the sum shown in the accounts of Nigeria as the subsidy to the Cameroons for the financial year 1923–24. In other words the new method of calculating reduces the deficit by about 16 per cent. There is, too, no reason to suppose that the discrepancy would have been greater in previous years.

229. In paragraph 80 of page 59 of the 1923 Report it was stated that the aggregate deficit, calculated by the old method, up to 31st March, 1923, was £179,809. If to this sum be added the deficit for 1923–24, calculated in the same way, the aggregate loss up to 31st March, 1924, would be £242,693. If this total be reduced by 16 per cent. in order to place it on the new basis, an aggregate deficit is arrived at of more than £203,000 for the eight years ended 31st March, 1924. It is, therefore, obvious that the administration of the Cameroons has been in no way financially advantageous to Nigeria or to the Mandatory Power.

(ii) Native Treasuries.

230. The financial statements for the various Native Treasuries are shown in Appendix II.

231. The working of these Treasuries has already been explained in previous reports. In the Dikwa Emirate the Native Administration receives 75 per cent. of the proceeds of direct taxation. This special arrangement has been sanctioned in order to enable the Native Treasury to meet exceptional heavy disbursements. In the rest of the Northern Cameroons the taxes are divided equally between Government and the Native Administration. In the year 1923–24 the Native Treasuries of the Cameroons Province received 33⅓ per cent. of the taxes. In 1924–25 they received 50 per cent.

232. Any credit balance at the end of the year's operations remains to the credit of the Native Administration concerned, and is carried forward to increase the surplus funds.

233. In Dikwa the chief event of importance has been the introduction of a new system of book-keeping which enables the Sheikh and Council to exercise a more effective control over the expenditure of the Native Treasury. The Accountant, by his past work, has shown himself capable of new ideas and is now carrying out the scheme with but very little supervision from the Political Officer.

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234. The scheme is in brief as follows :—When a payment is required from the Treasury, the Waziri is informed, and a voucher stating the nature of the payment and its amount is made out. This is checked by the Waziri and sent to the Sheikh who, if he approves of the payment, stamps the voucher with his seal, and this then constitutes the authority for the Treasurer to pay. The Accountant enters the payment in his cash book, and at the end of the day's work enters up the amount involved that day under each head of expenditure and revenue in the ledger. At the conclusion of the month, he makes out a schedule for presentation to the Council in which is set out under each head the amount spent during the month and the amount left in each Vote. The schedule is then scrutinised by the District Officer.

235. Estimates are made out yearly by the Sheikh and Council in consultation with the District Officer.

236. It will thus be seen that while the Sheikh has control, within limits, of the finances of the Emirate, there are sufficient safeguards to prevent any injudicious or wasteful expenditure, and the District Officer is enabled by checking the cash in the Treasury to detect at any time any mistake or fraud that may have occurred.

237. To explain the large proportions of the expenditure that is paid out to Native Administration officials it will be useful to compare the present Treasury system with the practice in vogue under the German régime. Then the total revenue was paid partly in money and partly in kind to the Sheikh himself. The value was not less than £15,000, from which the Germans took a nominal tribute of £500 per annum and in kind about £200. This left the Sheikh with a large income from which, however, it was customary for him to distribute " largesse " freely to the chief men and alms (Sadaka) to the poor—indeed, his popularity depended to a very large extent on his generosity. No accounts were kept nor was there anything of such a rigid nature as a salary.

238. Under the present system definite salaries, duly accounted for in the cash books, are provided for Native Administration officials, and this relieves the Sheikh of much of his financial responsibilities; but he is still left with a large number of ex-office-holders for whom no posts could be found under the reformed Administration, and who, but for his help, would be on the verge of poverty. He has also the members of deceased Sheikh's families to provide for and has to give his " Sadaka " on as generous a scale as possible.

239. For this reason his salary was fixed at the comparatively high amount of £3,000 which, with another £4,000 spent on subordinate officials' salaries, gives a total salary list of roughly £7,000, and this payment is approximately in respect of the same duties for which £15,000 was paid in former days.

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240. The financial operations of the Native Administrations of (i) the Adamawa Districts, (ii) Grumpao and Yebbi, (iii) Gashaka are conducted by the Native Treasuries of Yola, Numan and Muri respectively.

241. In the Cameroons Province the organisation of the Native Treasuries has undergone no material change in the year under review. These Treasuries no longer pay for the maintenance of Native Court prisoners in Government gaols.

(iii) *Direct Taxation.*

242. Direct taxation under the Native Revenue Ordinance takes the form of (*a*) General Tax or Tribute, (*b*) Jangali or Cattle Tax. The methods of assessing the former have been fully described in previous reports. They vary from a graduated income tax among the more advanced Mohammedan communities in the north to a Capitation or Poll Tax among the pagans.

243. Jangali or Cattle Tax varies from 2*s*. to 1*s*. per head of cattle.

244. The incidence of the General Tax in the Northern Cameroons was as follows :—

	Per Adult Male.	Per Adult Male and Female.	Per head of the Total Population.
	s. *d.*	*s.* *d.*	*s.* *d.*
Dikwa ...	5 9·1	2 5·5	1 6·3
Yola Area :—			
Fulani ...	5 11·9	2 8·8	1 8·5
Pagans ...	1 7·9	0 9·3	0 6
Total ...	3 3·9	1 6·5	0 11·8
Gashaka ...	3 1	1 7	1 1

245. In Dikwa the General Tax is estimated to represent on an average 6 per cent. of income.

246. In the Cameroons Province the Capitation Tax varies from 3*s*. 6*d*. to 10*s*. per adult male.

XVIII.—VITAL STATISTICS.

247. The following are the latest figures for the various divisions of the mandated areas :—

	Adult Males.	*Adult Females.*	*Children.*	*Total.*
Dikwa	50,864	70,091	64,596	185,551
Adamawa District, Grumpao and Yebbi	34,385	39,493	33,252	107,130
Gashaka	3,597	3,299	2,419	9,315
Total, Northern Cameroons ..	88,846	112,883	100,267	301,996

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Cameroons Province:—

Bamenda	63,431	73,186	61,255	197,872
Mamfe	19,615	22,761	19,793	62,169
Kumba	18,206	24,415	24,401	67,022
Victoria	14,920	9,287	6,758	30,965
Total, Cameroons Province ...	116,172	129,649	112,207	358,028
Grand Total, British Cameroons ...	205,018	242,532	212,474	660,024

248. Some of the above figures are merely estimates. Among the more primitive pagans of the north any attempt to make a rigid count, even if it were feasible, would arouse deep suspicion, if not actual opposition.

249. The following are marriage statistics in Dikwa Emirate (excluding the hill-pagans) :—

Men with one wife	25,113
,, ,, two wives	7,810
,, ,, three wives	1,583
,, ,, four wives	313

250. In the Cameroons Province persons under the age of seventeen are classified as children. Those between four and sixteen are considered to be of " school age."

251. The total number of Europeans in the mandated territory was seventy-seven. Of these sixteen were non-official males and eleven were females. There were no European women or non-officials in the Northern Cameroons.

XIX.—CUSTOMS.

252. The figures relating to the import trade of the port of Victoria are :—

	1922	*1923*	*1924*
	£	£	£
Value	52,172	57,869	45,945
Duty	8,487	9,234	8,546

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The principal articles of import are :—

CLASS I.—FOOD, DRINK, AND TOBACCO.

		1922	1923	1924
Ale, Beer, etc. ...	I. gals.	1,566	3,108	4,356
Cigars and Cigarettes	100's	13,918	6,319	2,348
Fish	cwt.	942	1,102	2,758
Flour	,,	189	445	958
Gin	I. gals.	476	379	1,025
Rice	cwt.	2,901	2,524	3,123
Salt	,,	3,902	3,072	3,892
Sugar	,,	110	180	596
Tea	lb.	619	1,485	716
Tobacco manufactured and unmanufactured	,,	13,670	21,134	12,231
Wines and Vermouth...	I. gals.	729	814	938
Whisky	,,	790	593	728

CLASS II.—RAW MATERIALS AND ARTICLES MAINLY UNMANUFACTURED.

		1922	1923	1924
Kerosene	I. gals.	24,885	19,938	22,412

CLASS III.—ARTICLES WHOLLY OR MAINLY MANUFACTURED.

		1922	1923	1924
Bags and Sacks	doz.	4,304	3,175	3,104
Cotton-piece goods... ...	lb.	36,970	49,150	30,101
Hosiery and underclothing	,,	3,111	5,424	(a)
Matches	gr. bxs.	309	1,431	585
Motor spirit	I. gals.	5,915	9,708	7,197
Soap	cwt.	565	549	479
Thread	1,000 yds.	3,121	4,447	(a)
Umbrellas	No.	929	451	338

(a) Classification now changed.

253. The figures relating to the export trade are :—

	1922	1923	1924
	£	£	£
Value	140,424	74,363	112,195
Duty	7,904	4,350	6,865

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The principal articles of export are :—

		1922	1923	1924
Cocoa	cwt.	64,215	32,718	63,303
Coffee	,,	532	228	207
Kola-nuts	centals	243	160	104
Palm-kernels	tons	123	188	232
Palm-oil	,,	55	57	105

PREVENTIVE SERVICE.

254. There are four Preventive Stations along the Anglo-French frontier :—Tiko, Mpundu, Mundame and Ngab, the last opened in April, 1924. The revenue collected at these stations was £2,237, and the expenditure on their maintenance was £949.

The quantities (in tons) of produce exported through these stations were :—

Stations.	*Cocoa.*	*Palm Kernels.*	*Palm Oil.*	*Total.*
Tiko	10	14	—	24
Mpundu	47	8	2	57
Mundame	281	49	3	333
Ngab	26	6	—	32
	364	77	5	446

255. Smuggling from the French Sphere is undoubtedly practised on a large scale, especially in tobacco. "Nationales" cigarettes are openly sold on the market at threepence the packet of 20 cigarettes, when the duty alone on a packet should be threepence halfpenny. There is, however, no evidence that spirits are being smuggled.

XX.—GENERAL INTERNATIONAL CONVENTION.

256. The following International Convention, in addition to those enumerated in previous reports, has been applied to the British Cameroons :—

International Convention relating to the Simplification of Customs Formalities, signed at Geneva on 3rd November, 1923.

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In the following financial statements figures denoted as the British Cameroons. "Proportional" figures are based on population of Nigeria and the Cameroons.

BRITISH

Summary of Revenue, 1923-24.

	£
1. Licences and Internal Revenue	1,760
2. Fees of Court or Office Payment for Specific Services.. ..	12,075
3. Miscellaneous..	5,892
4. Customs	19,649
5. Posts and Telegraphs	1,359
6. Marine	1,119
7. Rent of Government Property	284
8. Direct Taxes	24,186
	66,324
Deficit	53,338
	£119,662

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DIX I.

" actual " represent sums actually received or expended within the ratio of the population of the Cameroons to the total

CAMEROONS.

Summary of Expenditure, 1923-24.

	£
1. Pensions and Gratuities	6,354
2. Governor's Office	371
3. Lieutenant-Governors' Offices	321
4. Secretariats	2,210
5. Provincial Administration	28,284
6. Treasury	2,303
7. Posts and Telegraphs	6,634
8. Civil Police	9,842
9. Prisons	2,111
10. Agriculture	459
11. Medical	12,981
12. Education	4,224
13. Customs	2,881
14. Marine	9,083
15. W. A. F. F. Nigeria Regiment	11,695
16. Miscellaneous	2,997
17. Public Works	5,573
18. Public Works Recurrent	4,425
19. Public Works Extraordinary	3,891
20. Printing	863
21. Judicial	569
22. Legal	319
23. Audit	917
24. Medical Research Institute	178
25. Veterinary	167
Total Expenditure	£119,662

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Details of Revenue.

(Note:—Figures given to nearest pound.)

Head 1.

Licences and Internal Revenue.	£	*Remarks.*
Licences :—		
1. Gun	171	
2. Liquor	128	
3. Traders'	2	
4. Game	257	
Other Internal Revenue :—		
5. Provincial Court Fines	213	
„ „ „	118	Northern Cameroons.
6. Departmental Fines	23	
7. Share of Commission on Plantations Revenue	848	
Total	£1,760	Actual.

Head 2.

Fees of Court or Office Payment for Specific Services, &c.	£	*Remarks.*
Fees, Receipts and Sales :—		
1. Provincial Court Fees	59	Actual.
2. Forestry Department	119	
3. Hospital Receipts	38	
4. Ice (Victoria)	161	
5. Prison Department	5	
6. Public Works Department (Sale of Stores)	16	
Reimbursements-in-Aid :—		
7. Medical, Refund by Plantations ...	4,094	Actual.
8. Marine, Refund by Plantations for Services rendered	5,737	
10. Police, Refund by Plantations... ...	160	
Widows' and Orphans' Pension Scheme	1,686	Proportional.
	£12,075	

Head 3.

Miscellaneous.	£	*Remarks.*
1. Miscellaneous	339	Actual.
2. School Fees	136	
Currency Board Profits	5,417	Proportional.
	£5,892	

Head 4.

Customs.	£	*Remarks.*
1. Specific Duties	7,576	*Note.*—Twice the actual.
2. *Ad Valorem* Duties	7,044	
3. Export Duties	4,797	
4. Overtime and Shipping Fees	135	Actual.
5. Warehouse and Customs	97	
	£19,649	

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HEAD 5.

Posts and Telegraphs.	£	*Remarks.*
1. Sale of Stamps, Registered Envelopes, etc.	479	
2. Commission on Money Orders and Postal Orders	22	
3. Transmission of Telegrams	354	
4. Telephone Rentals	366	
5. Postage on Parcels from other Countries	134	
6. Telegraphic Abbreviated Addresses ...	2	
7. Miscellaneous	2	
	£1,359	Actual.

HEAD 6.

Marine.	£	*Remarks.*
1. Government Craft (Public Services) ...	968	
2. Miscellaneous	151	
	£1,119	Actual.

HEAD 7.

Rent of Government Property.

1. Crown Lands and Buildings	£284	Actual.

Direct Taxes.

	£	
1. Poll Tax, Cameroons Province	15,271	
2. Jangali, Cameroons Province	333	
General Tax, Northern Cameroons ...	5,642	
Jangali, Northern Cameroons	2,940	
	£24,186	Actual.

Details of Expenditure.

(Note :—Figures given as nearest pound, and items less than £1 in amount omitted.)

HEAD 1.

Pensions and Gratuities.	£	*Remarks.*
Pensions, General, Cameroons Province ...	5,364	Actual.
Pensions, General, Northern Cameroons ...	525	Estimated.
Widows' and Orphans' Pensions, plus management charges	465	Proportional.
	£6,354	

HEAD 2.		*Remarks.*
Governor's Office	£371	Proportional.

HEAD 3.

Lieutenant-Governor's Offices	£321	Proportional.

HEAD 4.

Secretariats	£2,210	Proportional.

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Head 5.

Provincial Administration.	£	£	*Remarks.*
Personal Emoluments—			
Cameroons Province	14,208		
Northern Cameroons	4,952		
		19,160	
Passages—			
Cameroons Province	2,121		
Northern Cameroons	340		
		2,461	
Transport—			
Cameroons Province	1,794		Actual figures are given for the Cameroons Province. The figures for the NorthernCameroons are estimated.
Northern Cameroons	907		
		2,701	
Transport Allowances—			
Cameroons Province	511		
Northern Cameroons	118		
		629	
Travelling Allowances—			
Cameroons Province	612		
Northern Cameroons	368		
		980	
Bush Allowances—			
Cameroons Province	96		
Northern Cameroons	83		
		179	
Uniforms for Messengers		38	
Station Labour		1,401	
Special Runners, Witnesses and Miscellaneous Expenses		95	Actual.
Sheriffs' Fees		3	
Staff of Rest Houses		60	
Telephones		120	
Clearing Mungo and Mama Rivers		386	
Sundries, Northern Cameroons		71	Repairs, Stationery and Contingencies.
		£28,284	

Head 6.

Treasury.	£	*Remarks.*
Personal Emoluments	1,384	
Passages	58	
Transport	13	
Railway Transport	28	
Transport Allowances	19	
Travelling Allowances...	6	
Bush Allowances	3	
Rent	2	
Stationery	18	
Typewriters	5	
Contingencies	3	
Telephones	8	
Specie Boxes and Bags	20	
Conveyance of specie and Cash Remittances	736	
	£2,303	Proportional

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HEAD 7.

Posts and Telegraphs.	£	*Remarks.*
Personal Emoluments	4,293	
Passages	174	
Transport	135	
Transport Allowances	59	
Travelling Allowances	113	
Books and Forms, etc.	249	
Uniforms	84	
Overtime Fees	57	
Maintenance of Telegraphs	365	
Maintenance, Postal	142	
Maintenance of Telephones	94	
Mail Services	281	
	£6,046	Actual.
Less amounts paid by various Departments for Telephones	357	Do.
	£5,689	
Headquarters	945	Proportional
Total ...	£6,634	

HEAD 8.

Civil Police.	£	*Remarks.*
Personal Emoluments	6,893	
Transport Allowances	50	
Travelling Allowances	40	
Transport	150	
Contingencies	10	
Clothing and Accoutrements	640	
Arms and Ammunition	15	
Police Information Fund	5	
Rations for Untried Prisoners	2	
Stationery	10	
Telephones	90	
Cameroons Province	7,905	Actual.
Northern Cameroons	1,937	Proportional.
	£9,842	

HEAD 9.

Prisons.	£	*Remarks.*
Personal Emoluments	1,071	
Prisoners' Rations	643	
Tools and Prison Necessaries	214	
Uniforms	37	
Telephones	15	
	1,980	Actual
Headquarters	131	Proportional
	2,110	

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Head 10.

Agriculture.

		Remarks.
Upkeep of Victoria Botanical Gardens ...	£459	Actual

Head 11.

Medical.

	£	Remarks.
Personal Emoluments	8,492	Actual.
Passages	666	
Transport	389	
Transport Allowances	65	
Travelling Allowances	151	
Sanitary Labour	444	
Sanitary Equipment	257	
Diets, Provisions and Necessaries	223	
Drugs and Instruments	998	
Vaccination Expenses	122	
Clothing and Bedding	342	
Medical Comforts	61	
Fuel, Light and Sundries	1	
Telephones	45	
Headquarters	725	Proportional.
	£12,981	

Head 12.

Education.

	£	Remarks.
Personal Emoluments	3,072	Actual.
Passages	75	
Transport	220	
Travelling Allowances...	107	
Office Books and Contingencies	25	
Books, Equipment and Apparatus	305	
Pupil Teachers	173	
Empire Day Celebration	60	
Headquarters	187	Proportional.
	£4,224	

Head 13.

Customs.

	£	Remarks.
Personal Emoluments	1,697	Actual.
Passages	103	
Transport	132	
Transport Allowances	28	
Travelling Allowances	78	
Books and Stores	35	
Uniforms and Clothing	1	
Preventive Services	406	
Expenses of Boats and Canoes	2	
Telephones	15	
Headquarters	384	Proportional.
	£2,881	

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HEAD 14.

Marine.

	£	Remarks.
Personal Emoluments	4,969	Actual.
Passages	215	
Transport	9	
Travelling Allowances	40	
Uniforms and Tailoring Materials ...	49	
General Labour	382	
Boats' Crews	138	
Upkeep Repairs Necessaries (Marine) ...	852	
Coal and Wood Fuel Labour and Necessaries	492	
Oil Fuel	715	
Upkeep of Lighthouses	119	
Telephones	42	
Special Expenditure.		
Launch "Lungasi" new engine and overhaul	384	
"Sir Frederick" new boiler tubes and dinghy	113	Actual.
Headquarters	564	Proportional.
	£9,083	

HEAD 15.

W.A.F.F., Nigeria Regiment.

	£	Remarks.
	11,695	Proportional.

HEAD 16.

Miscellaneous.

	£	Remarks.
Typewriters	39	
Stationery	576	
Miscellaneous	10	
Rent	1,823	
Refunds...	105	
Loss on German Marks	431	
Loss on Government Money	13	
	£2,997	Actual.

HEAD 17.

Public Works Department.

	£	Remarks.
Personal Emoluments	4,042	
Passages	548	
Transport	47	
Transport Allowances	128	
Travelling Allowances...	58	
Bush Allowances	56	
Books, Forms and Necessaries	54	
Camp Equipment	77	
Instruments and Drawing Materials ...	1	
Labour	243	
Telephones	30	
	£5,284	Actual.
Headquarters	289	Proportional.
	£5,573	

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Head 18.

Public Works Recurrent.	£	*Remarks.*
A.—*Buildings* :—		
Current Repairs, etc., to Government Buildings	2,753	
Furniture, Officers' Quarters ...	180	
Furniture, Public Buildings	37	
Temporary Buildings	376	
B.—*Communications* :—		
General Maintenance of Roads and Bridges	738	
C.—*Waterworks* :—		
Maintenance of Tanks, Wells and Water Supplies	134	
D.—*Miscellaneous* :—		
Tools and Repairs to Plant and Engineering Stores	105	
Foreshores, Walls and Piers	31	
Safes and Specie Boxes	71	
	£4.425	Actual.

Head 19.

Public Works Extraordinary.	£	*Remarks.*
Victoria–Meanja Road	3,708	
Clerks' Quarters, Victoria	159	
Loss and Depreciation of Stores	24	
	£3.891	Actual.

Head 20.

Printing.	£	*Remarks.*
Personal Emoluments	644	
Passages	20	
Transport	3	
Transport Allowances	2	
Bush Allowances	2	
Rent Allowances	4	
Paper Ruling and Bookbinding Materials ...	152	
Contingencies	2	
Upkeep of Type and Printing Equipment, including Ink and Stereotyping Materials	11	
Upkeep of Machinery and Necessaries ...	2	
Fuel and Engine Stores	4	
Overtime	6	
Telephones	1	
Special Expenditure :—		
New Electric Motors	10	
	£863	Proportional.

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HEAD 21.

Judicial.	£	*Remarks.*
Personal Emoluments	466	
Passages	13	
Transport	10	
Railway Transport	27	
Transport Allowances	8	
Travelling Allowances...	13	
Stationery	3	
Typewriters	1	
Contingencies and Petty Office Expenses ...	1	
Supreme Court Library	2	
Crown Witnesses' Expenses	11	
Remission of Fines and Refund of Hearing Fees	6	
Counsel for Criminals in Capital Cases ...	2	
Labour	2	
Telephones	4	
	£569	Proportional.

HEAD 22.

Legal.	£	*Remarks.*
Personal Emoluments	270	
Passages	18	
Transport	10	
Transport Allowances	6	
Travelling Allowances...	3	
Stationery	1	
Telephones	4	
Expenses in connection with Crown Cases ...	6	
Books for Law Library	1	
	£319	Proportional.

HEAD 23.

Audit.	£	*Remarks.*
Personal Emoluments...	753	
Passages	48	
Transport	10	
Railway Transport	14	
Transport Allowances	13	
Travelling Allowances...	13	
Bush Allowances	3	
Stationery	3	
Telephones	3	
Share of Home Expenditure	57	
	£917	Proportional.

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HEAD 24.

Medical Research Institute.	£	*Remarks.*
Personal Emoluments	119	
Passages	8	
Transport Allowances	6	
Purchase of Books	2	
Labour	7	
Equipment and Necessaries	19	
Upkeep of Laboratory and Animals... ...	5	
Yellow Fever	3	
Honorarium to Mrs. A. Connal	7	
Printing and Publication of Scientific Papers	2	
	£178	Proportional.

HEAD 25.

Veterinary.	£	*Remarks.*
Personal Emoluments	111	
Passages	10	
Transport	7	
Railway Transport	8	
Transport Allowances	5	
Travelling Allowances...	6	
Bush Allowances	1	
Labour	6	
Animals for Experimental Purposes... ...	1	
Instruments	3	
Special Expenditure :—		
Stock Farm, Zaria	9	
	£167	Proportional.

APPENDIX II.

REVENUE AND EXPENDITURE OF NATIVE TREASURIES NORTHERN CAMEROONS.

Dikwa Emirate.

NATIVE TREASURY.—REVENUE AND EXPENDITURE, 1924.

Revenue.	£	*Expenditure.*	£
General Tax (75 per cent.)	8,229	Central Administration ...	3,906
Jangali (Cattle Tax) (75 per		District Heads	1,832
per cent.)	2,970	Village Heads	1,258
Court Fees, &c.	314	Judicial	556
Miscellaneous	75	Treasury	98
		Police	626
		Prisons	149
		Various	84
		Works Recurrent	556
		Capital Works	788
		Education	105
		Miscellaneous	48
			10,006
		Balance on year	1,582
	£11,588		£11,588

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Districts Administered as Part of Yola Emirate.

NATIVE TREASURY.—REVENUE AND EXPENDITURE, 1924.

Revenue.	£	*Expenditure.*	£
Tribute (50 per cent.) ...	2,837	Central Administration ...	980
Jangali (Cattle Tax) (50 per cent.)	1,704	District Heads	1,258
Fines and Fees	177	Village Heads	359
Miscellaneous	318	Judicial	484
		Treasury	60
		Police	616
	5,036	Prisons	490
Deficit on year	647	Various	120
		Works Recurrent ...	390
		Capital Works	100
		Education	324
		Medical and Sanitary ...	193
		Agriculture	14
		Miscellaneous	295
	£5,683		£5,683

Gashaka District (Muri Province).

NATIVE TREASURY.—REVENUE AND EXPENDITURE, 1924.

Revenue.	£	*Expenditure.*	£
Tribute (50 per cent.) ...	72	District Head	120
Jangali (Cattle Tax) (50 per cent.)	246	Village Heads	37
Fines and Fees	18	Scribe and Messenger ...	29
Miscellaneous	9	Judicial	30
		Police and Prisons ...	44
			£260
		Balance on year	85
	£345		£345

CAMEROONS PROVINCE.

NATIVE TREASURIES.—REVENUE AND EXPENDITURE, 1923–24.

Victoria Native Treasury.

REVENUE.

	£	£
I.—*Tribute :*—		
Poll Tax, 33⅓ per cent.		1,884
II.—*Native Courts :*—		
Fees	946	
Fines and Confiscations	353	
	—	1,299
III.—*Other Receipts :*—		
Printing on Repayment	56	
Interest on Investments	18	
School Fees	13	
Market and Cattle Tolls	150	
Miscellaneous	19	
	—	256
		£3,439

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Expenditure.

	£	£
Central		—
District Heads		362
Village Heads		250
Judicial :—		
Sitting Fees to Members of Courts...	444	
Court Scribes	270	
31 Messengers...	374	
Uniforms for Messengers	48	
Remission of Fees and Fines	23	
Maintenance of Witnesses	22	
	—	1,181
Treasury :—		
Clerk at £48–6–78	52	
Accounting Clerk at £36–6–60	8	
	—	60
Various :—		
Transport	14	
Printing : Salaries	195	
Stationery	35	
	—	244
Works Recurrent :—		
Repairs and Buildings	147	
Roads and Bridges	194	
Salaries	59	
	—	400
Education :—		
Teachers	138	
Contingencies	1	
Books	68	
Grants-in-Aid	98	
	—	305
Medical and Sanitary :—		
Sanitary Labour		10
Miscellaneous :—		
Stationery	16	
Tax Discs	15	
Contingencies	4	
	—	35
Total		£2,847

Financial Statement.

	£
Balance, 1st April, 1923	545
Revenue, 1923–24	3,440
	3,985
Expenditure, 1923–24	2,848
Balance, 1st April, 1924	£1,137

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Kumba Native Treasury.

Revenue.

	£	£
I.—*Tribute* :—		
Poll Tax (33⅓ per cent.)		2,388
II.—*Native Courts* :—		
Fees	699	
Fines and Confiscations	327	
	—	1,026
III.—*Other Receipts* :—		
Interest on Investments	29	
School Fees	25	
Market and Cattle Tolls	5	
Miscellaneous	3	
	—	62
Total ...		£3,476

Expenditure.

	£	£
Central		—
District Heads		404
Village Heads		630
Judicial :—		
Sitting Fees to Members of Courts	147	
Court Scribes	291	
28 Messengers	281	
Uniforms for Messengers	27	
Remission of Fees and Fines	9	
Maintenance of Witnesses	1	
	—	756
Treasury :—		
Clerks at £48–6–78	36	
Accounting Clerk	9	
	—	45
Various :—		
Transport	—	24
Works Recurrent :—		
Repairs to Buildings	106	
Roads and Bridges	281	
Road Inspectors	40	
	—	427
Capital Works :—		
New Road Kumba-Bakossi	—	98
Education :—		
Teachers at various rates	227	
Contingencies	2	
Books and Equipment	80	
	—	309
Carried forward ...		£2,286

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	£	£
Brought forward		2,286
Medical and Sanitary :—		
Sanitary Inspector and Dispenser at £60–6–96	60	
Labour	1	
	—	61
Miscellaneous :—		
Tax discs	16	
Contingencies	52	
	—	68
Total ...		£2,822

FINANCIAL STATEMENT.

	£
Balance, 1st April 1923	1,471
Revenue, 1923–24	3,476
	4,947
Expenditure, 1923–24	2,822
	2,125
Less advances not recovered by 31st March, 1924	3
Balance, 1st April 1924	£2,122

Mamfe Native Treasury.

REVENUE.

	£	£
I.—*Tribute* :—		
Poll Tax, 33⅓ per cent.		1,761
II.—*Native Courts* :—		
Fees	1,197	
Fines and Confiscations	192	
	—	1,389
III.—*Other Receipts* :—		
Interest on Investments	26	
School Fees	45	
Market and Cattle Tolls	1	
Miscellaneous	498	
	—	570
Total		£3,720

EXPENDITURE.

	£	£
Village Heads		438
Judicial :—		
Stipends to Presidents and Members of Courts, at various rates, 16 at £30–£72	534	
Sitting Fees to Members of 8 Native Courts ...	150	
8 Native Court Scribes, at £36–£78...	366	
52 Messengers, at various rates (54 in 1923–24) ...	542	
Good Conduct Pay	11	
Uniform for Messengers	28	
Remission of Fees and Fines	10	
	—	1,641
Carried forward		£2,079

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	£	£
Brought forward		2,079
Treasury :—		
Clerk, at £48–6–78		70
Various :—		
1. Transport		63
Works Recurrent :—		
1. Repairs to Buildings	28	
2. Roads and Bridges	31	
	—	59
Education :—		
1. Supervising Schoolmaster	144	
2. Teachers	397	
3. Contingencies	5	
4. Books Equipment	128	
	—	674
Miscellaneous :—		
Stationery	2	
Tax Discs	16	
Contingencies	17	
	—	35
Total		£2,980

FINANCIAL STATEMENT.

	£
Balance, 1st April, 1923	610
Revenue, 1923–24	3,720
	4,330
Expenditure, 1923–24	2,980
Balance, 1st April, 1924	£1,350

Bamenda Native Treasury.

REVENUE.

	£	£
Tribute :—		
Poll Tax, 33⅓ per cent.	1,602	
Jangali (Cattle Tax), 33⅓ per cent....	167	
	—	1,769
Native Courts :—		
Fees	822	
Fines and Confiscations	83	
	—	905
Other Receipts :—		
School Fees	5	
Market and Cattle Tolls	163	
	—	168
Total		£2,842

EXPENDITURE.

	£	£
District Heads		506
Village Heads		372
Carried forward		£878

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	£	£
Brought forward		878
Judicial :—		
Sitting Fees to Members of Courts	272	
Court Scribes	169	
Messengers	330	
Uniforms for Messengers	42	
Remission of Fees and Fines	6	
	—	819
Treasury :—		
Clerks		87
Various :—		
Transport		31
Works Recurrent :—		
Repairs to Buildings	66	
Roads and Bridges	139	
	—	205
Education :—		
Teachers	135	
Books, Equipment	71	
	—	206
Medical and Sanitary :—		
Market Keepers	16	
Vaccinations	27	
Lymph and Drugs	10	
	—	53
Miscellaneous :—		
Stationery	2	
Typewriters	32	
Tax Discs	16	
Contingencies	3	
	—	53
Total		£2,332

Financial Statement.

	£
Balance, 1st April, 1923	862
Revenue, 1923–24	2,842
	3,704
Expenditure, 1923–24	2,332
Balance, 1st April, 1924	£1,372

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APPENDIX III.

(*See* paragraph 208.)

Land Tenure in Dikwa Emirate.

1. The report on Land Tenure in Dikwa, which follows, should be prefaced by drawing attention to the following points.

Firstly, the Dikwa Emirate authorities have to administer three sets of ideas on land tenure, of influence varying in strength in different sections of the Emirate, in accordance with the distribution of population by successive waves of immigration.

Secondly, when the British Government in 1921 assumed the administration of a portion of the Dikwa Emirate, which in 1916 had not been definitely included in its sphere, numerous complaints were made by claimants to land rights, complaints which were prosecuted with considerable acerbity and persistence. These complaints produced a clear impression that individual rights over specific pieces of land existed as well as claims, never fully admitted by the paramount native authority, of a right to sell or let land, or to evict tenants, or leave land idle.

Thirdly, while further enquiry has shown that this impression was a correct one, it has also shown that these ideas were only strong in the areas where immigrant Arab clans had become predominant and had comparatively recently acquired lands by absorption, compulsion, or what might be termed forced sale, the ideas not unnaturally spreading to Kanuri among whom they settled.

Fourthly, even here this sense of individual rights over specific pieces of land was found to apply very largely, if not almost exclusively, to land of certain valuable soil known as "firki," which had been improved by heavy labour in clearing and ditching and diversion of flood water.

Fifthly, side by side with this set of ideas there held sway two other sets of ideas, viz. :—(*a*) the idea of communal land vested in a petty clan chief as trustee, held by the people who may be roughly described as the original inhabitants, and (*b*) the idea of occupation of indefinite duration with an annual payment due to the paramount chief, i.e., to the Sultan of Bornu, and with a custom rather than right of inheritance and with no claim of right to sell. The latter idea prevailed among the Kanuri-speaking tribes, who form the major section of the population of all Bornu.

Sixthly, in all three sets of ideas there existed the one common feature that the paramount chief, now the Sheikh of Dikwa, was regarded as invested with the ultimate control of the land. This conception, natural to the Kanuri, was enforced on the original inhabitants about a century ago, and was accepted by the Arabs, whose special patron was the first Kanemi Sheikh of Bornu (*circa* 1808–1835) and who in administrative matters followed the Sheikh direct and not, like the Kanuri, through regional fief-holders.

Seventhly, the present authorities of the Dikwa Emirate aim in their administration of these ideas of land tenure less at coalescing these sets of ideas than at tolerating and, if need be, enforcing customs sanctioned locally by public opinion, while insisting on the Sheikh's right to administer the land to the maximum benefit of the community as a whole. In particular, therefore, the following principles are applied in accordance with the spirit of Section 5 of the Land and Native Rights Ordinance, which

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prescribes " regard to Native Laws and Customs existing in the districts in which such land is situated," and of Section 15, which lays down that " the devolution of the rights of an occupier upon death shall be regulated . . . . . by the native custom existing in the locality." These principles are namely :—

(*a*) Of ensuring that any native desiring land in any locality shall obtain it, provided the land in that locality is not fully in actual use by the local inhabitants ; *e.g.*, a person who has claims to more land than he can farm may in exceptional circumstances be compelled to permit another to farm on a part of this land on terms generally admitting his claims to some extent.

(*b*) Of permitting the fullest enjoyment of the fruits of special labour done on land by clearing, ditching, etc., to a man and his family and heirs so long as that does not keep valuable land out of cultivation.

(*c*) Of tolerating the payment and collection of " rents " or customary payments so long as these are not objectionable in their nature, or do not rise above the customary levels sanctioned by public opinion.

So successful has the administration of the Sheikh and his Council been in this matter that where the first District Officer in 1921 was, in the Arab district of Rann and Balge, besieged by excited land complainants, the District Officer in 1924 reports of these two districts that " for the last two years scarcely a single land complaint has been heard."

2. It may be useful to consider this question historically, so that the various influences that have been in action to bring about the present situation may be examined and reasons deduced for the different customs that exist in different parts of the Emirate.

3. The chief influences may be reduced to four in number :—

(1) The custom of the original historical inhabitants or Saus.
(2) Later Kanuri customs
(3) The influx of Arabs from the East
(4) The present administration.

4. (i) *Land Tenure in Sau Times.*—The Saus are the earliest people of whom we have any information. Very little is known of them, but traces of them are found in legends containing exaggerated accounts of their enormous size, strength and valour ; and in remains which they have left behind.

5. Some traces of their Land Tenure system have come down to the present day, both in tradition and in remnants of customs that can be detected at the present time. Mai Ngalama, *i.e.*, the chief of Ngala (Mai—chief) has perhaps the most complete knowledge of these traditions, and he says that the Saus were originally non-Mohammedan and had no chiefs—every man was in fact a law unto himself. Then, however, there was a great meeting and the chieftainship was offered to each of four brothers, the offer being made first to the eldest and last to the youngest. All except the youngest refused, and he, Ibrahim, reigned for ninety years, being succeeded by Uthman. Tradition also states that as the accepted Chief of the Ngala Saus the land was placed in the Mai-Ngalama's hands, who was forbidden to sell any of the communal land. It is also stated that no farm-tax of any kind was ever paid to a Sultan of Bornu until shortly before the reign of the first Sheikh of the Kanemi dynasty, *i.e.*, *circa* 1800.

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6. There are one or two inferences that may be made from these traditions. The Saus were originally pagans, then they elected chieftains and the names of the first two chiefs were Ibrahim and Uthman, *i.e.*, Arabic names. It may perhaps be inferred from this that the latter Saus became converts to Mohammedism and that with their new faith came the ideas of chieftainship and some of the features of the Mohammedan social system. Also, it would appear that possibly on account of the strength of these Mais they were left alone by the Bornu Sultans until comparatively recently.

7. While Ngala is the most fruitful in tradition, it is in Ndufu that the old customs seem to have been least affected by subsequent events. Except for the Arab hamlet lands there are no so-called "land owners"—neither is the principle of inheritance much in evidence. Each man retains the farm that has been allotted to him as long as he pays his "Ngaji" (rent or custom) yearly to the Mai. When he dies, the farm reverts to the Mai, who, however, generally arranges for the farm to be carried on by a son, if there is one of age. In the case of a small boy, the farm will be given to another man and another farm will be given to the boy when he becomes of age. In the case of villages dependent on Mai Ndufuma, the custom seems to be that lands in the village and immediate vicinity are controlled by the Village-Head, who annually makes a small present to the Mai. Land further from the village comes under the Mai. Buying and selling is unknown and in the case of his dependent villages the Mai states that the land in the vicinity of the village was not sold by his ancestors, but granted for the purpose of forming a village, as indeed, he said, the fact of the annual present proved. Many of the Ndufu farmers were questioned and there can be no doubt that their views on the subject are the same as Mai Ndufuma's. "Ngaji" is readily paid and no land disputes arise in his country.

8. It may, therefore, be inferred from the above that under the Sau regime land was communal and was held by the Mai as trustee for the community. He could grant land for the formation of villages, but could not sell. The principle of inheritance would appear not to have existed.

9. (ii) *Kanuri Customs.*—With the Kanuri conquest new ideas came into being. The chief contributions of the Kanuris seem to have been the idea of a paramount chief in the person of the Sheikh (instead of a collection of independent Mais), the principles of inheritance and of what may be called "lease" in perpetuity.

10. One of the fundamental principles of the old Kanuri system was that all lands were held directly from the Sheikh whatever might be the particular local customs with regard to the tenure of land. This is very clearly shown from a consideration of the system of Government and taxation of the time.

11. Thus in early days, the country was parcelled out into "fiefs" each with its fiefholder (chima). There were too classes of "chima"—the "chima kura" (big chima) and the "chima gana" (small chima). The "chima kura" was a personage of the Sheikh's court and lived in the capital city. The "chima ganas" were distributed amongst the fiefs of the "chima kuras" and were their representatives.

12. The two chief taxes were the "Sadaka" and the "Binimram." At the conclusion of the harvest the Sultan appointed a number of "Sadakamas" or collectors of the Sadaka and distributed them amongst the chima kuras by whom they were sent out into the fiefs. Here the wardheads of the larger towns and the village-heads of the smaller

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towns were required to give a return of the actual number of measures of corn harvested during the year. A demand was then made for the payment of one-tenth of this quantity to the sadakama who transported it to the Sultan's granaries at the capital city.

13. The Binimram (which corresponded very closely with the General Tax of the present day) was, however, collected by the chimas. It belonged to them and not to the Sultan who had no interest in this tax at all. It will thus be seen that the Sultan claimed the Land Tax and the chimas the Property Tax—the chimas were in fact in no sense land-owners.

14. That the idea of a paramount chief was a gradual growth in the old strongholds of the Saus—probably accelerated by force—would appear from Mai Ngalama's statement that no "Sadaka" was paid till shortly before the fall of the Kanuri Sultans and the rise of the first Kanemi Sheikh, *i.e.*, *circa*. 1800. Now, however, the idea is universal and no one, peasant or noble, would deny the Sheikh's supremacy in all matters, including that of land. Over land disputes of any magnitude, it was to the Sheikh that the disputants went. Over small questions such as damage done to crops, the "Sharia" was sufficient, or possibly an appeal to the village-head as the Sheikh's representative; but over important questions of land boundaries, rights of occupancy of land, usurpation of occupancy of land, etc., the appeal was to the Sheikh alone.

15. The principles of inheritance and of "lease" in perpetuity are closely allied and may be considered together. It seems probable that, when a man was granted land on which to form a village, he took with him his friends and from the land thus granted to him he allotted areas to these friends on a scale depending on each man's wealth—particularly as regards slaves. This land was held on the usual condition of the annual gift. As long as this was given the usual rules of inheritance were followed. If, owing to bad times and smaller number of dependents, the holder was unable to farm all his land, the village-head could be called upon to make arrangements with regard to the unused portion. It would seem that this is the origin of the "lease" in perpetuity held from a private individual as distinct from the village-head, and of the long ancestry of some private "owners."

16. It will be useful to consider the alternatives that existed when a man wished to settle in a village and to acquire a farm there. In the first place it was to the village-head that he applied and, as usual in Bornu, took with him a present, which custom made the price of a mat. Then after discussion the village-head could either—

(i) give him an uncleared space in the bush—

(ii) give him (*a*) a vacant farm which might be in the hands of a private individual as mentioned above, or (*b*) a farm which had lapsed to the village-head either through migrations or lack of heirs.

In the case of (i) the man had all rights of inheritance provided he gave a yearly present to the village-head. The same applies to (ii) (*b*) but probably the "mat" money was increased.

In (ii) (*a*) the man paid "Ngaji" to the "owner" of the farm but nothing further to the village-head. The present for his farm was given by the "owner." If the "owner" refused to let his unused farms in this way, it become a matter of complaint to the Sheikh.

17. This would seem to be the general principle of the old pre-Arab Kanuri Land Tenure System. Many variations exist at the present day, but as it is difficult to say whether these are innovations brought about by the combination of the various influences or were original to the Kanuri, they will be described later.

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18. The term "Ngaji" that has been used above seems difficult to define, and to differentiate from the "present" given to the village-head. There are three terms in use, viz., "kessase," "Ngaji" and "ajine" which are used almost as synonyms. It seems certain that they were all tithes, but two explanations are offered of the difference between them. One is that the man who receives the tithes speaks of his "kessase," the man who gives, of his "ngaji." The other, that it is a matter of degree. The tithes of a large farm being considerable, are called "kessase," of a medium-sized farm "ngaji" and of a small farm "ajine."

19. Ngaji is, properly speaking, only used of tithes paid in corn to a private individual as distinct from the present given to the village-head. Ngaji was compulsory, the "present" voluntary, but as non-payment of the present could lead to the loss of the farm, it would seem that the voluntary nature of the present consisted in the fact that the amount was at the discretion of the farmer. It was therefore not a tithe. It was given to the village-head in virtue of his office and also as thanks for the past harvest and in hope that the next year's harvest would be plentiful. In this more or less religious sense it is spoken of as "harram."

20. (iii) *Arab Influence.*—About three hundred years ago the first notable immigration of Arabs took place. At first they do not seem to have affected very much the Kanuri system of Land Tenure. Thus the village-head of Deima (who is an Arab) states that when his ancestors came from the east they were granted a tract of land on which to settle by Mai Ndufuma, to whom every year they gave "harram." This consisted of an annual present of butter and a ram with a triennial present of an ox; that is, it was held in the same way that a Kanuri village-head held his land.

21. But when later the first Kanemi Sheikh in 1808 invited certain Arab Chiefs to enter Bornu to assist him in his wars, a new element, that of purchase, was introduced. The chiefs and their families formed part of the Sheikh's Court and their followers were settled on the land. Their descendants are to be found in all parts of Dikwa Emirate, but in largest numbers on the "firki" lands to the east.

22. The only method by which they could obtain land was by ousting the Kanuris from these parts and this process was undoubtedly aided by the influence of the great Arab families at the Bornu Court. The method of purchase—probably by forced sale—was often adopted and the Arabs settled down on the farms they had purchased. It is, however, to be noted that this purchase again carried with it the duty of paying "Sadaka" to the Sheikh.

23. The Arabs are generally speaking more vigorous and more prolific in children than the Kanuri, and their influence increased. The process of purchasing land from the Kanuris continued, and large Arab estates were formed until in some parts of the eastern districts local Kanuri influence has disappeared. It will thus be seen that the Arabs introduced the system of purchase and with it that of rents by agreement paid by private tenants, a system by which the "owner" as a private individual possessed all rights to his land, though holding it direct from the Sheikh.

24. (iv) *The present Administration.*—Under the British Administration the principal administrative measures which have affected this matter have been—

(1) the substitution of salaried and locally resident District Headmen for chimas;

(2) the joining together of the "Sadaka" and "Binimram" into one General Tax.

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25. It might be surmised from this that, as the outward sign—the "sadaka"—of the Sheikh's sovereignty over the land has disappeared, by so much has the principle been weakened. This, however, is far from being the case; and before considering the actual state of affairs at the present day, it will be useful to examine the Sheikh's position.

26. From the point of view of the peasantry there can be no doubt but that the Sheikh is recognised as the actual owner of the land. Over purely land questions the people still go to the Sheikh and not the Native Courts. The principle is as strongly held now as at any time.

27. As for the Sheikh's attitude we can do no better than refer to what he has said and done. As regards the question of Kanuri versus Arab, two examples of his decisions will be given—one in which the complaint was against a Kanuri and one against an Arab.

28. The first is taken from the Report for 1921. One Hussein living in the neighbouring state of Mandara had been in the habit for some three years of coming to Dikwa for three months every year and renting a piece of "firki" land at the rate of a "liar" (dollar) per small measure of land. He then decided to migrate with all his community, but the Kanuri "land-owners," scared of these intruders, refused to let. Hussein appealed to the Sheikh, who, finding on enquiry that there was plenty of land for all and that the old rents were extortionate, decreed a division of the land with the condition that, if the harvest were reasonable, the Arabs should pay to the Kanuri "Khasham-al-jurab," *i.e.*, a tenth of the crop.

29. The second is from the north-eastern corner of the Emirate. Bulama Adam, of Tunis, in Rann District, originally inherited a somewhat large area on which had been laid out by his ancestor twelve farms, all acquired by purchase. Bulama Adam farmed the whole with his two brothers, but, after a quarrel with his brothers he claimed the whole of the land. As he could not possibly farm it himself, and would most certainly have refused to let the land to his brothers, the Sheikh apportioned it out himself.

30. In 1921 the Sheikh proposed to condemn publicly at one of the Mohammedan festivals the right claimed to raise rents at will and evict tenants. It was, however, pointed out to him that this would be premature and that his own action in the individual cases that came before him would be sufficient to let his views on the subject be known, and possibly cause the change to be effected gradually. If this were not the case, it would be possible to deal with the matter by decree in later years. How successful this policy has been will be described later.

31. Again, to quote from the report for 1921 :—

> The Sheikh of Dikwa and his Councillors and the chiefs generally hold views more communistic or advanced in the European sense of the word. No doubt they regard private property in land as an infraction of sovereignty. But they naturally want to encourage immigration, especially Arab immigration, and they object to the "dog in the manger" attitude of Kanuri who make excessive claims to land, refuse to let or sell, or charge high rents and use the proceeds to pay their taxes. These opinions have been expressed in so many words to me by the present Sheikh, including the remark about the tax.

32. Again, cases have occurred in which purchases of land on a big scale have resulted in the eviction of tenants, and the Sheikh has announced that he will not recognise such in future.

33. From the above it is obvious that the Sheikh still claims and possesses his old proprietary rights, that he regards the acquisition of large estates and the charging of high rents as inimical to the interests of the community, and that he will not countenance either of these practices.

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In short his policy may be said to be that of ensuring an equitable distribution of land to all who require it without upsetting old customs more than possible ; in fact it approaches both in spirit and letter the Land Laws of Nigeria.

34. When we turn to the present state of Land Tenure, we find, as might be expected, that conditions are in a state of flux, the present day customs depending on the extent of the influence exerted by the above factors in any given locality. Before drawing general conclusions it will be as well to examine in detail the customs in three or four places.

35. (1) *Ngala.*—Here Kanuri influence is the strongest. Sau customs are now little in evidence, and Arab customs are seen only in Arab villages. For example, the principle of " lease " in perpetuity is general and ordinary laws of inheritance are followed. Three only of his subordinate village-heads give Mai Ngalama a " present." This latter change has most probably been brought about under European administration, which has generally tended to do away with this type of " present."

36. (2) *Wulgo.*—Here the special conditions of the foreshore of Chad, where the farms are annually covered by water, have brought into existence quite special rules. Farmers who have farms on the shore immediately above the usual high-water line, have rights of land extending into Chad of the same width as their shore farms. As the water recedes from the high-water mark, it is watched by the village elders and when the water has retreated a certain distance the village head proclaims a limit to the farms. Any land that is uncovered after this is treated as communal property, the allotting of which is in the hands of the village head, who follows the usual Kanuri proceeding in the division thereof.

If the water does not recede from a man's farm he will ask a neighbour to let him farm on part of his. When his own farm is fit to plant, he will make a return present of one-tenth of the produce of the loaned farm.

Any dam built must not obstruct the usual flow of waters to a neighbour's prejudice.

Farm land in this neighbourhood is so valuable that " lease " in perpetuity does not exist. When a farm is hired, a fixed term of years is always arranged for. To repay a debt, a farmer may let to his creditor part of his farm. The size of the part lent and the number of years for which it is to be lent form the subject of arbitration, the arbitrators being the village head and elders.

The principle of inheritance is acknowledged.

37. (3) *Ndufu.*—Kanuri influence has affected the old Sau customs much less than in Ngala. There is a very strong feeling that the land is still in the hands of the Mai, as is instanced by the fact that there are no farmers who hold their farms through a long chain of ascendants. Neither the principle of inheritance nor " lease " in perpetuity is recognised. The tributary village headmen still bring their annual present to the Mai.

38. (4) *The Arabs of Rann and Balge.*—When the British took over, the principle of absolute purchase was recognised by the Arabs, but it should be noticed that this had introduced a distinctly foreign element into the Kanuri system of land tenure. As has been mentioned before, it was entirely through the influence of powerful Arab families at the Bornu Sheikh's court of hardly more than a century ago that this claim was put forward and carried through by sheer force of circumstances and in face of considerable local opposition.

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39. Although the purchase may be said to have been absolute, yet the Arab owners paid their Sadaka to the Sheikh, and acknowledged his right to exercise full control in all matters affecting the land. All disputes, as in the case of the Kanuris, were referred to him and his decisions were accepted.

40. Unfortunately, in the process of time abuses appear to have crept in. Men were not content with owning farms which they could work themselves, but bought large estates and charged excessive rents to their tenants, for whom there was no fixity of tenure. Great dissatisfaction prevailed, especially during a five years lacuna in administration from 1916–1921, and in 1921 and 1922 the District Officer reported that on all occasions of visits to these Arab Districts by either himself or the Sheikh an extremely large number of land complaints were heard.

41. It was thus the task of the present administration to reconcile the conflicting interests involved and how this has been accomplished through the influence of the Sheikh has been described above. For the last two years scarcely a single land complaint has been heard either from the land-owning or from the tenant class. That this improvement should have been effected in so short a space of time is yet another proof that the Sheikh's sovereignty is universally recognised.

42. There is no danger of land-hunger in the Emirate and no man need, except of his own free-will, farm on the lands of another. It is always open to him to ask to be given a piece of bush which he can clear. But he generally wishes to find his land ready for farming, i.e., walled and ditched in the case of "firki" soil and cleared of bush in lighter soil, and is quite prepared to pay a "rent" or "custom" to find it so.

43. In conclusion, it will be seen, that, even in the case of the Arab claims, the rights are not so wide as the rights which Moslems admit are vested in the ruler, and it is provided in Section 5 of the Land and Native Rights Ordinance that the Governor shall have regard to native laws and customs in exercise of the powers conferred on him under the Ordinance. The Ordinance therefore would not seem to be inconsistent with the preservation of the present system of Land Tenure in the Emirate.

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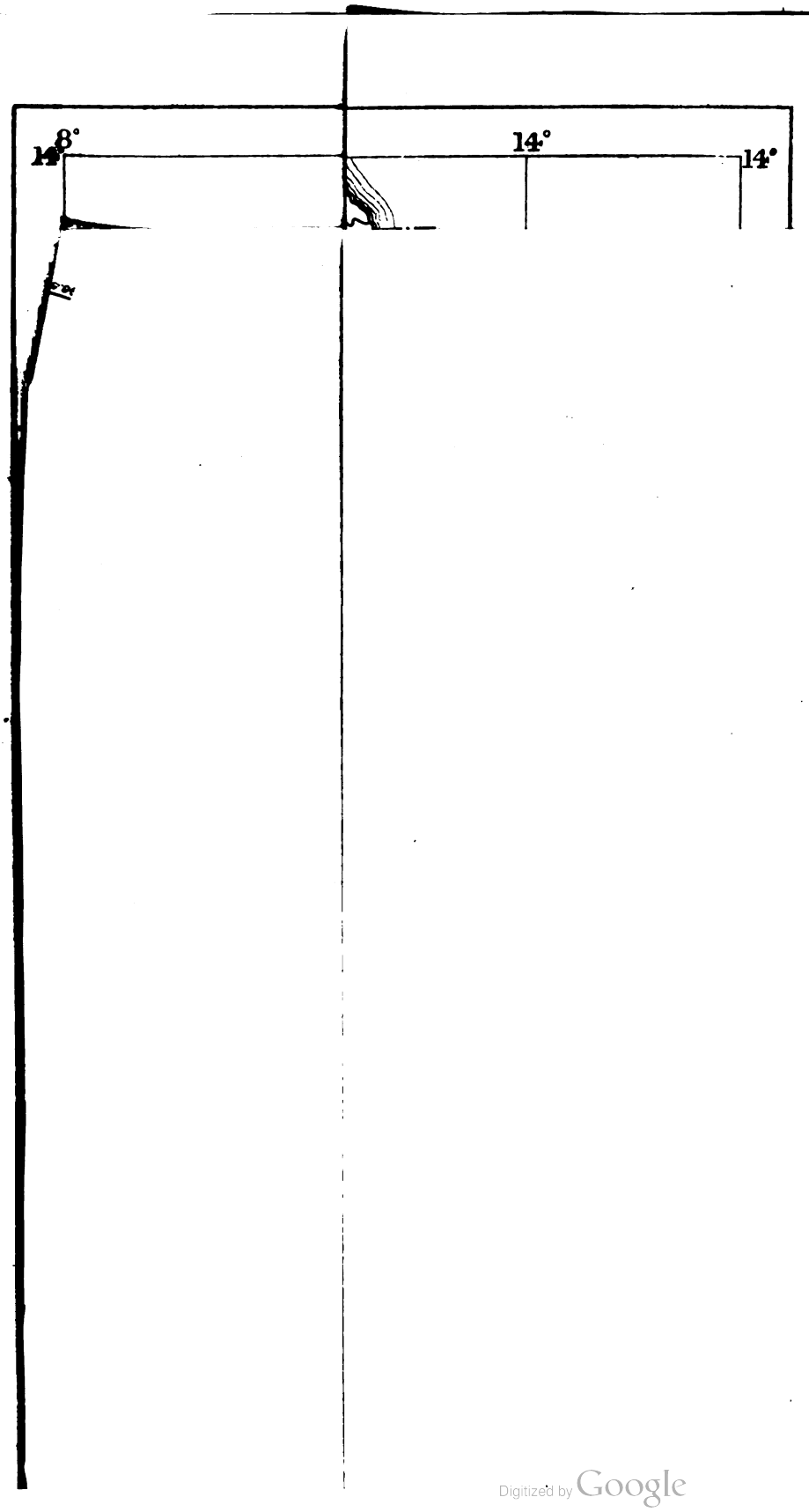

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APPENDICES

TO THE

REPORT

BY

HIS BRITANNIC MAJESTY'S GOVERNMENT

ON THE

ADMINISTRATION UNDER MANDATE

OF

PALESTINE AND TRANSJORDAN

FOR THE YEAR

1924.

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Introductory.

A report by His Britannic Majesty's Government on the administration of Palestine and Transjordan for the year 1924 has already been forwarded to the Council of the League of Nations.

This volume of Appendices to that report contains :—

(i) The replies for 1924 to the specific questions asked by the Permanent Mandates Commission in their questionnaire of the 23rd August, 1922 ;

(ii) The text of certain documents mentioned in the replies to the questionnaire ;

(iii) Supplementary notes on those subjects in regard to which the Permanent Mandates Commission has asked for additional information.

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APPENDICES TO THE REPORT BY HIS BRITANNIC MAJESTY'S GOVERNMENT ON THE ADMINISTRATION UNDER MANDATE OF PALESTINE AND TRANSJORDAN FOR THE YEAR 1924.

Appendix I.

QUESTIONNAIRE OF PERMANENT MANDATES COMMISSION WITH BRIEF REPLIES.

I.—Jewish National Home.

1. *Q.*—What measures have been taken to place the country under such political, administrative and economic conditions as will secure the establishment of the national home of the Jewish people ?

What are the effects of these measures ?

A.—The Government of Palestine has continued by legislative, administrative and fiscal measures to develop and improve local conditions, with the general aim of providing equal security and opportunity for all communities and classes, and of encouraging enterprise.

Jewish initiative has been quick to take advantage of the more favourable conditions thus created for industrial development and agricultural settlement (see pp. 3 and 4 of the Report for 1924); and 12,856 Jewish immigrants arrived in Palestine in the course of the year.

A special ordinance was passed to incorporate the enterprises of Baron Edmond de Rothschild, which are concerned with the settlement of Jews on the land in Palestine. There were also incorporated in accordance with the law of companies and co-operative societies the American Zion Commonwealth for the promotion of Jewish agricultural settlement in Palestine, and a number of Jewish co-operative societies for building and credit purposes.

In consequence of the facilities provided by the Correction of Land Registers Ordinance and with the assistance of the Government Land Registries, properties owned by Jewish interests, but under the Ottoman régime registered in the name of Ottoman subjects, are now being recorded in the names of the actual owners.

2. *Q.*—What measures have been taken to place the country under such political, administrative and economic conditions as will secure the development of self-governing institutions ?

What are the effects of these measures ?

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A.—Legislation is still passed by the official Advisory Council, over which the High Commissioner presides, under the sanction of the Palestine (Amendment) Order-in-Council, 1923.

The Palestine Legislative Council (Election) Order-in-Council, 1922, and those provisions of the Palestine Order-in-Council, 1922, which deal with the establishment of a Legislative Council have been suspended on account of the abstention of a majority of the Arab population from the elections to a Legislative Council.

As the consequence such progress as can be recorded in this direction is in the sphere of local rather than central government.

3. *Q.*—What measures have been taken to place the country under such political, administrative and economic conditions as will safeguard the civil and religious rights of all the inhabitants of Palestine, irrespective of race and religion ?

What are the effects of these measures ?

A.—The Courts Ordinance, the Magistrates' Courts Jurisdiction Ordinance, the Trial Upon Information Ordinance, the Law of Evidence Ordinance, the Charitable Trusts Ordinance and the Bills of Exchange (Protests) Ordinance are such measures.

An Order-in-Council was made in July, 1924, which excludes from the jurisdiction of the Civil Courts matters within the purview of the proposed Holy Places Commission. The text of this Order is given in Appendix II.

II.—Autonomous Administration.

Q.—What measures have been taken to encourage local autonomy ?

What are the effects of these measures ?

A.—Local Hospital Committees have been constituted in many of the larger towns, and direct, at their own charge, the non-technical services of the hospitals founded and hitherto entirely maintained by the Government of Palestine.

A Commission was appointed in 1924 to consider the question of the development of local government and its report is now under examination.

Under the Local Councils Ordinance, 1921, a Local Council was established in 1924 at Reinah, an Arab village in the Northern District, and additional powers of taxation were conferred on the Councils already existing at Tershiha, Bassa, Bireh (Arab) and Tel-Aviv (Jewish).

The total number of Local Councils in Palestine at the end of 1924 was 27, 23 in Arab and 4 in Jewish villages.

The composition of each Council is prescribed in the Order constituting it which is made under the Ordinance. No single form has been followed, but normally the Council consists of the President and such number of elected members as the ratepayers in the general meeting of the village determine. In some cases, however, the number of members is fixed in the Order.

The Council is entitled, with the approval of the District Commissioner, to issue by-laws for securing good order in the village. The contravention of such by-laws is subject to the same penalties as the contravention of the by-laws of a municipality.

The Council draws up annually a budget showing its estimated revenue and expenditure, which is submitted to the District Commissioner for his approval.

The rates and taxes to be levied by the Council are likewise determined in the particular Order constituting it. The legislation prescribes that the Council may, with the sanction of the District Commissioner :—

(*a*) Levy rates on the property of the village ;
(*b*) Impose a poll tax on the inhabitants of the village ;
(*c*) Impose any fees for licences or otherwise which are authorised by the Law of Municipal Taxation in force from time to time.

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In order to facilitate the work of municipal (magisterial) benches, a Municipal Courts Amendment Ordinance was passed, reducing the minimum number of each bench to two members.

The Government of Palestine continues to assist those Municipalities which require financial support with grants-in-aid, though it is hoped to reduce and finally to abolish these grants-in-aid at a comparatively early date. In special cases it has guaranteed loans raised by Municipalities for public utility purposes, and contributes towards the cost of constructing roads within municipal areas. The Government guaranteed a loan of £E20,000 contracted by the Jerusalem Municipality for the acquisition and development of its water supply.

The inspection of markets, slaughter-houses, khans, &c., has been taken over by Local Authorities in several places, and Municipalities and Local Councils have responded readily to the encouragement of the Government of Palestine to assume responsibility for various agricultural, forestry and veterinary services formerly exercised by the Government.

III.—Jewish Agency.

1. *Q.*—When and in what manner has the Jewish Agency been officially recognised ?

A.—The manner of recognition of the Jewish Agency and the extent of its established co-operation with the Palestine Government were described in the Report for 1923.

2. *Q.*—Has this Agency given any advice to the Administration in the past year ?

If so, in what form and in what connection ?

A.—In particular, the Palestine Committee of the Agency (known as the Palestine Zionist Executive) and the Head Office of the Zionist Organisation have been given an opportunity of expressing their views on the revision of the Immigration Laws, the proposals for the organisation of the Jewish Community, the draft Palestine Citizenship Order-in-Council, the draft Criminal Law Amendment Ordinances (offences against women and against morality), the draft Arbitration Ordinance, and the draft Exemption from Taxation (Charities) Ordinance.

The Palestine Committee is regularly consulted in the preparation of the half-yearly labour immigration schedules as to the state of the Jewish labour market and anticipated future demands for Jewish labour.

A representative of the Palestine Committee served upon the Government Currency Commission.

3. *Q.*—What is the nature and extent of the co-operation of this Agency with the Administration of Palestine in economic, social and other matters ?

A.—The Palestine Zionist Executive through its close association with Jewish industrial enterprise, by its statistical information on commercial matters and agricultural research, and its direction of Jewish educational organisations, is able to and does render valuable assistance to the Government of Palestine in all matters affecting the welfare of the Jewish population.

4. *Q.*—In what manner has this Agency taken part in the development of the country (statistics of results obtained) ?

A.—The Palestine Zionist Executive has taken a direct and useful part in promoting the new industrial developments which have been a very remarkable feature of Jewish activity in the past few years. It has assisted in the formation of a number of agricultural settlements where extensive

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afforestation and drainage operations have been carried out: the latter works, in particular, have much improved the general health conditions of the neighbourhoods concerned besides bettering agricultural conditions. The Executive have also facilitated the Co-operative and Loan Societies movement in Jewish settlements. In the field of education, the Executive maintains three training farms for women and has opened an Agricultural School for girls at Nahalal in the Northern District. Other Jewish Schools controlled by the Palestine Zionist Executive number 123, with 536 teachers and 13,046 pupils, including 3 secondary schools, 3 training colleges and 8 technical schools.

The Palestine Zionist Executive maintains an Advisory Health Committee which regulates the hygienic and sanitary development of all its enterprises. The Hadassah Medical Organisation, supported out of funds contributed by the Hadassah Organisation of America, the Joint Distribution Committee of America, and the Zionist Organisation has established hospitals, clinics and laboratories in the towns of Palestine and Jewish settlements and a Nurses' Training School in Jerusalem. It is responsible for the medical services in the immigrants' camps and hospitals of the Jewish Agency.

The total bed strength of the Hadassah hospitals is 322, and the annual expenditure £E.90,000. The Jewish Labour Association has organised a workers' Sick Benefit Fund for its members; 40 per cent. of the annual budget of the fund, at present £E.20,000, is contributed by the Jewish Agency. The medical services of the Jewish settlements in the Valley of Jezreel are undertaken by it, and it has erected a convalescent home near Jerusalem.

5. *Q.*—What steps have been taken in consultation with His Britannic Majesty's Government to secure the co-operation of all Jews who are willing to assist in the establishment of the Jewish National Home?

A.—The incorporation of the Palestine Jewish Colonisation Association is a case in point (see p. 23 of the Report for 1924).

The Zionist Organisation, acting as the Jewish Agency, has during the past year continued negotiations with the principal Jewish communities of Europe and the Jewish Community in America for a still wider co-operation of their communities with the Agency than results from the present composition of the Zionist Organisation.

As regards American Jewry, these negotiations culminated in the adoption of a resolution at a representative non-partisan conference held at New York on the 1st March, of which the following is an extract:—

> "That this conference appoint an Organisation Committee to consist of 12 members who are not members of the Zionist Organisation, but who are to act in co-operation with the Zionist Organisation for the purpose of bringing about full participation of American Jewry in the Jewish Agency."

As regards England, British Jewry, represented by the Board of Deputies and the Anglo-Jewish Association, has declared its readiness to enter the Jewish Agency on an equal basis with the Zionists, on the understanding that the non-Zionist representation of American Jewry will amount to 40 per cent. of the non-Zionist total. The Board of Deputies has passed a resolution amending its constitution, so as to allow the Board to join the Jewish Agency.

Considerable progress has been made with regard to the participation of the Jewish communities of Germany, Holland, Italy and Czecho-Slovakia.

In Poland arrangements have been made for the convening at an early date of a Jewish non-partisan conference representative of all bodies willing to co-operate in the development of Palestine with a view to arriving at the best basis for the participation of Polish Jewry in the reorganised Jewish Agency.

In France the matter is still in abeyance and under discussion.

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IV.—Immigration and Emigration.

1. *Q.*—What measures have been taken to facilitate Jewish immigration ?

A.—Immigration continues to be regulated so that it shall not exceed the capacity of the country to absorb new arrivals.

Immigration is now centrally controlled by a Permits Section of the Secretariat ; passport control at the ports is in the hands of Customs Officers.

Facilities have been provided for the entry of Rabbis and of students for local academic institutions, and special permission is given for the immigration of dependants to engage in farming with relatives already settled in the country.

One thousand and five Jewish tourists who decided to settle in Palestine in the course of their visits were, if otherwise eligible as immigrants, accorded permission to remain.

The general reply given to this question in the Report for 1923 holds good.

2. *Q.*—What measures have been taken to safeguard the rights and position of other sections of the population ?

A.—The general principle regulating immigration into Palestine mentioned in the reply returned to this question in the Report for 1923 continues to be observed.

Four hundred and fifty persons, including 373 Jews, who failed to comply with the Immigration Regulations, were rejected at the frontiers and ports in 1924.

In land purchase or reclamation works, designed to provide labour or homesteads for Jewish immigrants, the rights of Arab cultivators have been carefully safeguarded : at Kabbara, the Palestine Jewish Colonisation Association ceded cultivable land of 600 acres, where the Arab settlers, who are also being employed in the work, will be established.

In general, the Government of Palestine does everything in its power to safeguard the rights of the population, and is always ready to examine complaints by responsible persons that those rights are not being preserved and to remedy any defects which may thus be disclosed.

3. *Q.*—What measures have been taken in co-operation with the Jewish Agency to encourage the close settlement by Jews on the land (give figures) ?

A.—Twenty-one thousand acres of agricultural land were purchased by Jews in 1924 ; 14 new settlements were established ; the Palestine Jewish Colonisation Association and the American Zion Commonwealth, agricultural settlement agencies, were incorporated. It is estimated that in land purchase, settlement and development more than £E.500,000 were invested or expended by Jewish interests.

A large tract of 50,000 acres of agricultural land is now being acquired, which will bring the area of land in Jewish ownership in Palestine up to 319 square miles.

4. *Q.*—What are the effects of these measures ?

Statistics of immigration (country of origin, religion, race, profession, age and sex). Geographical distribution within the country in the urban centres and in the rural districts.

Same statistics for emigration.

A.—The Jewish rural population is now nearly 23,000 out of a total Jewish population of 108,000 ; at the beginning of 1923 it was 16,000 out of a total of 87,000.

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The urban population is divided as follows :—

Jerusalem	38,000
Jaffa and Tel-Aviv	30,000
Haifa	8,000
Tiberias	5,000
Safad	3,000
Hebron	500
Other Towns...	500

The Jewish villages own 15,000 head of livestock, have under cultivation 18,000 acres of fruit trees, 5,000 acres of vines, 8,000 acres of almonds, and 2,500 acres of olives, and have planted 5,500 acres of timber.

By the end of 1924, 1,000,000 trees had been planted by Jewish agencies in Palestine.

It is not possible to obtain reliable statistics of the callings into which Jewish immigrants have entered after their arrival.

According to information supplied by the Jewish Agency, the classification by callings of the Jewish wage-earners who entered Palestine during 1924 is as follows :—

Agriculture	1,480	
Tailors, cutters, seamstresses, &c.	629	
Metal works	417	
Wood works	319	
Building	235	
Textile works	235	
Leather works	173	
Engineering and electrical trades	164	
Printing	44	
Various skilled trades (mechanical)	247	
Various skilled trades (food)	207	
	———	4,150
Merchants and capitalists	691	
Medical	243	
Clerks and officials	241	
Students	201	
Teachers	154	
Religious occupation	70	
Liberal professions	55	
	———	1,655
Total		5,805

The Hechaluz Organisation has been formed with the support of the Zionist Organisation for the express purpose of training prospective Jewish immigrants in agriculture and manual labour. It has branches throughout Eastern Europe and its membership reaches 20,000. The Organisation maintains Training Farms, apprentices prospective immigrants to Jewish landowners for instruction, and has established workshops for training in the building, engineering and metal trades, joinery, cabinet-making, etc. Ten thousand ex-members of the Organisation are already settled in Palestine.

Garden cities have sprung up in the neighbourhood of Tel-Aviv, where vegetables are grown and poultry and cattle kept.

A group of 20 Jewish fishermen from Salonica has settled in Acre, with the assistance of the Palestine Zionist Executive.

V.—Land Régime.

1. *Q.*—How have State lands been defined and delimited ?

A.—Some progress was made in the demarcation of State forests during the first half of 1924 ; nearly 5,000 acres of State forests were taken

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in charge by the Department of Agriculture and Forests, and 2,500 acres were constituted State forests by demarcation and registration.

In 46 cases the Courts decided in favour of the Government of Palestine against persons claiming ownership of State lands. The area involved was approximately 7,500 acres.

In the course of the demarcation of the lands affected by the Baisan Land Agreement of 1921, more than 3,000 acres of unoccupied State land were discovered and set aside.

2. *Q.*—How have waste lands been defined and delimited ?

A.—There is nothing to add to the reply in the Report for 1923.

3. *Q.*—What measures have been taken for the registration of real property ?

A.—See pp. 49–50 of the Report for 1924.

The Lands Department continues to carry out separate village surveys, and covered thus in 1924 an area of 70,000 acres in the Southern District.

Sir Ernest Dowson, late Financial Adviser and Surveyor-General to the Egyptian Government, was specially engaged to prepare for the Palestine Administration a scheme of systematic land settlement.

VI.—Nationality.

1. *Q.*—What is the text of the Nationality law ?

2. *Q.*—Have special provisions been enacted, framed so as to facilitate the acquisition of Palestinian citizenship by Jews ?

1 and 2. *A.*—The Palestine Citizenship Order-in-Council was drawn up in 1924, but the final text was not settled and the Order made until July, 1925. The matter will therefore be dealt with in the Report for 1925.

VII.—Judicial System.

1. *Q.*—When did the new judicial organisation begin to operate ?

A.—Several Ordinances to implement the provisions of the Palestine Order-in-Council with regard to the judiciary were brought into effect in 1924, as well as enactments to modify the procedure of the Civil Courts in the direction of more complete accord with European practice. For particulars, see under IV—Legal, of the Report for 1924.

2. *Q.*—What special features does it include with a view to assuring to foreigners as well as to natives a complete guarantee of their rights as laid down in Article 9 ?

A.—A foreigner charged with a capital offence is tried by the Court of Criminal Assize, composed of the Chief Justice or the Senior British Judge of the Supreme Court, the President of the District Court and one other Judge, or by a single British Judge of the Supreme Court ; and for an offence triable by a District Court, by a Court of a single British Judge or containing a majority of British Judges.

3. *Q.*—What special measures have been taken to assure respect for the personal status of the various peoples and communities and for their religious interests ?

A.—The Palestine (Holy Places) Order-in-Council, the recognition of the Maronite Community as exercising jurisdiction in matters of personal status under the Palestine Order-in-Council, the Trial of Members of the

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Forces Ordinance and the establishment of a special tribunal by the Courts Ordinance to deal with conflicts of jurisdiction between a Civil and Religious Court are such measures.

4. *Q.*—How have the control and administration of Wakfs been assured?

A.—The management of Moslem religious affairs, including control of Wakfs, was vested in 1922 in a permanent body of five members, chosen by (Moslem) Secondary Electors, who were included on the register for the last election to the Turkish Parliament before the war. New elections to the Council are due to be held in 1925. For further particulars, see Appendix VI.

5. *Q.*—What extradition agreements have been made between the Mandatory and other foreign Powers since the coming into force of the Mandate?

A.—The Extradition Ordinance of 1924 applies to Palestine extradition treaties between Great Britain and foreign Powers, and establishes a regular procedure of extradition.

As between Transjordan and Palestine, special extradition arrangements exist, but there is as yet no formal agreement.

VIII.—Economic Equality.

1. *Q.*—How have the interests of the community been safeguarded in the execution of measures taken to secure the development of the country in respect of public ownership or control of any of the natural resources of the country or of the public works, services and utilities?

A.—As regards the public ownership and control of the natural resources of the country, the Government of Palestine continued in 1924 the preparation of the Mining Ordinance, a draft of which was published in the Official Gazette Extraordinary of the 15th December, 1924; the principle that all such natural resources are the property of the Government, and that they may be exploited by private individuals or corporations only under licence, is maintained. As regards public works, services and utilities, the railways, ports and roads of Palestine are all regarded as the property of the Government, and water supply schemes, with the exception of one for Jerusalem, which is the subject of a pre-war concession, are in all cases carried out either by the Government or by the Municipality or by the Local Council concerned.

2. *Q.*—Has it been found necessary to arrange with the Jewish Agency to construct or operate any public works, services and utilities or to develop any of the natural resources of the country—and, if so, under what circumstances?

A.—The Jewish Agency has not been required directly to operate such works.

3. *Q.*—Give a complete list of concessions and the names and nationalities of the concession holders.

A.—There is nothing to add to the reply given in the Report for 1923. Negotiations are still proceeding with the concessionnaires for the reclamation of the Huleh swamps, and work has not yet begun.

4. *Q.*—Give the reports submitted to the company meetings and the balance sheets of these undertakings, or, when such reports and balance sheets are not available, give all information relating to the subject, particularly the rate of interest and the uses made of profits.

A.—The latest balance sheets of the Jaffa Electric Company, and of the Palestine Salt Company, are reprinted in Appendix III.

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5. *Q.*—What provisions are made to secure economic equality as regards :—

(*a*) Concessions ?
(*b*) Land tenure ?
(*c*) Mining rights (in particular, rules in regard to prospecting) ?
(*d*) Fiscal regime (direct and indirect taxation) ?
(*e*) Customs regulations (imports, exports, transit) ?

A.—(*a*) and (*b*) There is nothing to add to the reply given in the Report for 1923.

(*c*) The principle of equality is maintained in the Mining Ordinance, referred to in answer to 1.

(*d*) There is nothing to add to the reply given in the Report for 1923.

(*e*) See pp. 10 and 22 of the Report for 1924.

6. *Q.*—What regulations has the Mandatory Power made for the application of the clause providing "freedom of transit under equitable conditions " ?

A.—Palestine has adhered to the International Convention of 1923 for the simplification of the Customs formalities.

7. *Q.*—Have any Customs agreements been made by virtue of Article 18 ? If so, give the text of such agreements.

A.—There is nothing to add to the reply given in the Report for 1923.

IX.—Holy Places.

1. *Q.*—What measures have been taken for the assumption by the Mandatory of responsibility in connection with the Holy Places and religious buildings or sites, including the responsibility of preserving existing rights and of securing free access to the Holy Places, religious buildings and sites, and the free exercise of worship ?

A.—The Palestine (Holy Places) Order-in-Council is such a measure ; the text is given in Appendix II.

2. *Q.*—Which are the purely Moslem sacred shrines the immunities of which are guaranteed ?

A.—There is nothing to add to the reply given in the Report for 1923.

X.—Freedom of Conscience.

1. *Q.*—What measures have been taken to assure freedom of conscience and religion ?

A.—There is complete liberty of conscience and religion throughout the country. A special tribunal has been established to deal with conflicts of jurisdiction between a Civil and a Religious Court.

2. *Q.*—Have any restrictions been made upon the free exercise of any form of worship in the interest of the maintenance of public order and morals ?

What are the effects of such restrictions ?

A.—There have been no such restrictions.

3. *Q.*—What measures have been taken to assure the rights of communities to maintain their own schools for the education of their own members ?

What educational requirements of a general nature are imposed by the Administration ?

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What measures have been taken to assure the exercise of such supervision over religious or other charitable bodies of all faiths or nationalities in Palestine as may be required for the maintenance of public order and good government ?

A.—Communities are given full rights to maintain schools for the education of their children. All schools existing before the occupation have been registered, and following Turkish law, schools opened since that date must be registered before they are sanctioned ; this requirement tends to raise hygienic and educational standards. But in practice, educational requirements of any importance are imposed only on schools receiving a grant-in-aid.

The *per capita* grant which Government makes to certain non-Government schools is conditional on the attainment of the educational standard of efficiency of elementary Government schools.

The Charitable Trusts Ordinance is relevant.

XI.—Military Clauses.

1. *Q.*—What is the form of military organisation and training ?

A.—The garrison of the country is provided by the British Army and Air Force. There is no local military force.

2. *Q.*—Are there any police forces independent of the military charged with the defence of the territory ?

What is the respective importance of these two forces and the amount spent on each ?

Racial and religious composition of these two forces.

A.—Apart from the Civil Police, which are charged with purely police duties, there is the Palestine Gendarmerie, which is organised on semi-military lines and is available in case of emergency to assist the British Forces in the defence of Palestine.

The Palestine Gendarmerie consists of two sections :—

(i) The British Section—

Officers	43
Other Ranks	700

All British. The Force was below strength during 1924, and its cost was approximately £E.198,000, the whole borne by British funds.

(ii) The Palestine Section—

	Moslem.	*Christian.*	*Jew.*	*Druze.*	*British.*	*Palestinian.*
Officers ...	—	8	—	—	8	—
Warrant Officers	—	10	—	—	10	—
Other Ranks	328	37	108	9	—	482

Approximate cost, £E.83,000, borne by Palestine funds.

The strength of the British garrison is :—

1 Cavalry Regiment.
1 Squadron, R.A.F.
1 Armoured Car Company.

3. *Q.*—Has there been any occasion for theAdministration of Palestine to contribute to the cost of the maintenance of the military forces of the Mandatory Power ?

If so, to what extent ?

A.—No.

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4. *Q.*—Has the Mandatory exercised its right to use the roads, railways and ports of Palestine for the movement of armed forces and the carriage of fuel and supplies ?

If so, to what budget has the expenditure been charged ?

A.—Yes. All expenditure involved has been defrayed by His Majesty's Government.

XII.—International Conventions.

1. *Q.*—To what International Conventions has the Mandatory adhered on behalf of the Palestine Administration ?

A.—Since last Report :—

	Date of Adhesion.
International Opium Convention	21st August, 1924.
International Convention relating to the Simplification of Customs Formalities ...	27th November, 1924.

2. *Q*—What steps have been taken by the Mandatory to co-operate with the League of Nations in the struggle against disease, including diseases of plants and animals ?

A.—See under VI—Health, Report for 1924.

The Plant Protection Ordinance, 1924, enables measures to be taken to prevent the introduction and spread of plant diseases ; the owner or cultivator must take the prescribed measures or bear the cost.

For measures to remove scale from trees, see p. 46 of Report for 1924.

Veterinary quarantine officers form a Plant Inspection Service at inland points of entry.

Antirabic measures are taken by the Departments of Health, Agriculture and Police in conjunction ; many thousands of suspect animals, mostly jackals, are destroyed by strychnine bait.

Antirabic vaccine is prepared and issued by the Department of Health and distributed gratis to the Districts.

The control of epidemic livestock diseases and plague is vested, in accordance with Ottoman law, in local Commissions over which District Officers preside, with veterinary or agricultural officers as members. For particulars of measures taken, see p. 44 of Report for 1924.

XIII.—Antiquities.

Q.—Has the Mandatory enacted a law of antiquities according to the provisions laid down in Article 21 of the Mandate ?

Give the text.

A.—The text of the present Antiquities Law accompanied the Report for 1923. A revised Ordinance is now under consideration.

XIV.—Official Languages.

1. *Q.*—Have the three official languages been used simultaneously and on an equal footing in legislative and administrative documents and in the Courts ?

If not, what languages are used ?

A.—Yes.

2. *Q.*—To what observations does the application of this system give rise ?

A.—No special difficulties have been experienced.

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XV.—Holy Days.

Q.—What days are recognised as holy days by the various communities ?

A.—The Armenian holiday of Vartanantz has been declared an official holiday for members of that community and added to the list of holidays submitted in the Report for 1923.

XVI.—Transjordan.

1. *Q.*—Has the territory lying beyond the Jordan been finally delimited and organised ?

A.—The territory has not yet been finally delimited.

2. *Q.*—In what way does the political and administrative regime established in this territory differ from the regulations laid down for Palestine ?

A.—An account of the administration of Transjordan is given in Section II of the Report for 1924.

XVII.—Labour.

1. *Q.* What measures have been taken to ensure, in accordance with Part XIII of the Treaty of Versailles, the consideration of conventions or recommendations of International Labour Conferences ?

2. *Q.*—Are these conventions or recommendations being carried into effect ?

1 and 2. *A.*—The conventions have not been applied, as they are not suitable to local conditions, but the 48-hour week is general in the post-war industrial undertakings and where immigrants are employed ; in other employment the hours are much longer. Seven-day labour is not prohibited, but in practice a seventh day holiday is strictly observed by the Government, and by all communities and businesses.

There is no discrimination between native and foreign workers ; although there is a considerable difference of conditions and needs.

3. *Q.*—What other regulations are in force in regard to labour ?

A.—The Department of Health exercises powers under Municipal Regulations for the control of factories and shops, the maintenance of proper hygienic and sanitary appliances, ventilation, water supplies, &c.

In the tanning industry steps are taken by the Department of Agriculture for the prevention of infection from anthrax spores by the total destruction of infected animals, and by the examination of all imported skins and hides. The Department of Health carries out a bacteriological examination of 5 per cent. of all consignments of brushes manufactured from hair ; the whole consignment being destroyed in the event of infection being detected.

4. *Q.*—What powers has the Administration for controlling labour contracts in order to ensure their loyal fulfilment both on the part of employer and employed, and what powers does it possess to prevent any abuses in this respect ?

A.—The Government of Palestine has appointed a Committee to enquire into the desirability of establishing machinery for conciliation and arbitration in labour disputes.

5. *Q.*—What is the competent authority in regard to labour legislation, and what authority is responsible for the application of such legislation ?

A.—There is no labour legislation proper. The Department of Health is responsible for enforcing the Regulations referred to in the answer to Question XVII. (3) above.

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XVIII.—Trade in and Manufacture of Drugs.

Q.—Have measures been taken to secure the prohibition or the control of the importation, of the production, and the consumption of poisonous or narcotic drugs ?

A.—His Majesty's Government acceded on behalf of Palestine to the International Opium Convention on the 21st August, 1924.

An Ordinance has been prepared to supplement the provisions of the Public Health Ordinance No. 4 of 1921 (concerning the Regulations governing the exercise of the profession of pharmacy and the trade in drugs and poisons), for the control of the manufacture, importation, exportation and possession of dangerous drugs.

XIX.—Education.

1. *Q.*—What is the general system of elementary education (organisation and statistics) ?

Is this education free for all, and, if not, in what cases is it free ?

A.—There is nothing to add to the reply for 1923 as regards general principles. Minor alterations in organisation are shown in Section V of the Report for 1924.

2. *Q.*—What measures have been taken for higher education ; for example, medical, veterinary and technical education ?

A.—The Biochemical Institute and the Institute of Jewish Studies of the Hebrew University in Jerusalem have been inaugurated, and the foundation stone of a Mathematics and Physics Institute has been laid.

The Agricultural Research Institute of the Palestine Zionist Executive at Tel-Aviv, and its experimental fields and stations elsewhere are designed to be the research laboratories of a contemplated Institute of Agriculture and Natural History.

The Mens' Training College, Jerusalem, has been reorganised as a Central Secondary School for pupils from the provinces.

Four students of the Womens' Training College are completing their course, at the cost of the Government of Palestine, at the Cairo Training College.

The Jewish Technical Institute at Haifa, established in 1913 with the permission of the Ottoman Government, has now been formally inaugurated. The Institute provides training and practice in the management and execution of technical works, including telegraphy and telephony, in a three-year course ; and evening classes are held for workmen in building, metalwork and woodwork, and electricity. About 120 pupils and workmen attend the Institute.

3. *Q.*—In what languages is instruction given in the various categories of schools ?

A.—In Government Schools, where all or nearly all the pupils use Arabic as their mother-tongue, the language of instruction is Arabic throughout. In Higher Elementary and Secondary Schools and in the Training Colleges, English is taught as a foreign language through its own medium.

In Higher Elementary and Secondary Private Moslem Schools, English is taught as a foreign language ; the medium of instruction in all is Arabic.

In the great majority of modern Jewish Schools, Hebrew is used ; in the Evelina de Rothschild Girls' School and in the schools of the Alliance Israelite, English and French respectively are the principal media in the upper classes. English is taught in all and French in a few Jewish Higher Elementary or Secondary Town Schools ; Arabic is on the syllabus of Jewish Training Colleges and Secondary Schools. In those Orthodox Jewish Schools which impart a religious education exclusively Yiddish is still the language of instruction.

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XX.—Public Health.

1. *Q.*—What steps are being taken to ensure public health and sanitation and to combat endemic and epidemic diseases ?

2. *Q.*—What is the régime for medical assistance ?

1 and 2. *A.*—See under Section VI in the Report for 1924.

3. *Q.*—What is the actual situation as regards prostitution and what measures have been taken in this matter ?

A.—An Ordinance has been drafted to amend the Ottoman law, and to provide adequate penalties for offences against women and against morality.

The Government of Palestine has in its service as a full-time officer an English woman, charged with the duty of inspecting prisons and other Government establishments, and of proposing measures relating to the welfare of women and children and the prevention or suppression of social evils.

There are now no regulated prostitutes' areas in the country.

XXI.—Public Finance.

Q.—A general schedule of the revenue and expenditure of the territory, the budgetary system, and indication of the nature and the assessment of taxes.

A.—See under Section II in the Report for 1924.

XXII.—Demographic Statistics.

Q.—Statistics of births, marriages (polygamy), deaths, emigration and immigration.

A.—Statistics of emigration and immigration are given on pages 58–60 of the Report for 1924.

Statistics of births and deaths are given below :—

Vital Statistics for 1924.

Total Population, excluding Nomadic Beduins, 681,245.

Deaths.	Towns.	Districts.	Total.	Percentage of Total Deaths.
Under 1 month ...	772	793	1,565	8·85
1 month to 1 year	1,419	3,477	4,896	27·70
1 to 2 years ...	853	2,203	3,056	17·29
2 to 5 years ...	448	1,634	2,082	11·78
5 to 10 years ...	104	430	534	3·02
10 to 20 years ...	238	493	731	4·13
20 to 50 years ...	882	1,461	2,343	13·25
Over 50 years ...	1,083	1,358	2,441	13·81
Unknown	4	20	24	0·13
Total	5,803	11,869	17,672	
Births ...	12,209	22,746	34,955	

Infantile Mortality.	Towns.	Districts.	Average.
Deaths under 1 year per 1,000 births	179·45	187·72	184·83

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Appendix II.

THE PALESTINE (HOLY PLACES) ORDER IN COUNCIL, 1924.

AT THE COURT AT BUCKINGHAM PALACE,
The 25th day of July, 1924.

Present:
THE KING'S MOST EXCELLENT MAJESTY IN COUNCIL.

WHEREAS by the Palestine Order in Council, 1922, it is (among other things) provided that the Civil Courts in Palestine shall exercise jurisdiction in all matters and over all persons in Palestine:

AND WHEREAS it is expedient that certain matters shall not be cognizable by the said Courts:

AND WHEREAS by treaty, capitulation, grant, usage, sufferance and other lawful means His Majesty has power and jurisdiction within Palestine:

NOW, THEREFORE, His Majesty, by virtue and in exercise of the powers in this behalf by the Foreign Jurisdiction Act, 1890, or otherwise, in His Majesty vested, is pleased, by and with the advice of His Privy Council, to order, and it is hereby ordered, as follows:—

1. This Order may be cited as "The Palestine (Holy Places) Order in Council, 1924."

2. Notwithstanding anything to the contrary in the Palestine Order in Council, 1922, or in any Ordinance or law in Palestine, no cause or matter in connection with the Holy Places or religious buildings or sites in Palestine or the rights or claims relating to the different religious communities in Palestine shall be heard or determined by any Court in Palestine.

Provided that nothing herein contained shall affect or limit the exercise by the Religious Courts of the jurisdiction conferred upon them by, or pursuant to, the said Palestine Order in Council.

3. If any question arises whether any cause or matter comes within the terms of the preceding Article hereof, such question shall, pending the constitution of a Commission charged with jurisdiction over the matters set out in the said Article, be referred to the High Commissioner, who shall decide the question after making due enquiry into the matter in accordance with such instructions as he may receive from one of His Majesty's Principal Secretaries of State.

The decision of the High Commissioner shall be final and binding on all parties.

4. His Majesty, His Heirs and Successors in Council, may at any time revoke, alter or amend this Order.

AND the Right Honourable James Henry Thomas, one of His Majesty's Principal Secretaries of State, is to give the necessary directions herein accordingly.

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BALANCE SHEETS OF THE PALESTINE SALT COMPANY.

THE PALESTINE SALT

Balance Sheet per

ASSETS.

	£E.	£E.
INVENTORY.		
Basins and Salt Pans	18,110 . 742	
Buildings	7,880 . 304	
Plant and Machinery	7,541 . 068	
Furniture and Fixtures	612 . 115	
Railway Siding and Decauville	2,373 . 188	
		36,517 . 417
LAND IMPROVEMENTS		1,383 . 345
PRELIMINARY EXPENSES		3,481 . 194
EXPERIMENTAL WORK		2,985 . 436
CASH AND STORE ACCOUNTS.		
Cash on Hand and at Bank...	198 . 124	
Expenditure on Account, 1925	761 . 106	
Debtors	1,505 . 310	
Salt Stocks	2,041 . 025	
Store	301 . 850	
		4,807 . 415
PROFIT AND LOSS ACCOUNT.		
Loss for Year 1924		2,720 . 821
TOTAL		£E. 51,895 . 628

PROFIT AND

For the Year ending

DEBIT.

	£E.	£E.
GENERAL EXPENSES.		
Administration	2,312 . 159	
Sanitary Expenses	291 . 824	
Assurance	149 . 365	
Government Taxes	72 . 600	
Interest	435 . 255	
Upkeep of Buildings...	224 . 190	
Office Expenses, Telephones, Water Supply, Travels, &c.	671 . 403	
Sundry Expenses	104 . 578	
		4,261 . 374
SALT PRODUCTION.		
Pumping, Upkeep of Basins and Plant, &c. ...	2,390 . 438	
Extraction and Stacking of Salt, &c.	1,152 . 720	
		3,543 . 158
Milling, Transport, &c.	414 . 654	
Bagging of Salt	848 . 910	
		1,263 . 564
TOTAL	£E.	9,068 . 096

(Signed) I. CASSEL, *Managing Director.*

I have inspected the books and the accounts of the Palestine Salt Co., Ltd.; December, 1924, with the said accounts and vouchers; I received all the Sheet is correct, corresponds to the books and vouchers and gives a correct view

Athlit, 13*th April*, 1925.

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lix III.

LIMITED, AND THE JAFFA ELECTRIC COMPANY, LIMITED.

COMPANY, LIMITED.

31*st* *December*, 1924.

LIABILITIES.

	£E.	£E.
AUTHORISED CAPITAL.		
40,000 Ordinary Shares of £E.1 each	40,000 . –	
ISSUED CAPITAL.		
40,000 Ordinary Shares of £E.1 each, fully paid ...		40,000 . –
LOAN CAPITAL.		
P.J.C.A.	5,590 . –	
Palestine Corporation, Ltd.	4,410 . –	
		10,000 . –
Sundry Creditors		1,419 . 103
Interest due on Loan Capital...		476 . 525
TOTAL		£E. 51,895 . 628

Loss ACCOUNT

31*st* *December*, 1924.

CREDIT.

Sales of Salt	4,306 . 250	
Stocks on Hand...	2,041 . 025	
		6,347 . 275
Loss for Year 1924		2,720 . 821
TOTAL		£E. 9,068 . 096

I have controlled the vouchers, compared the above Balance Sheet to the 31st information and explanations required, and I herewith certify that the Balance of the state of the Company's affairs.

(Signed) DR. A. HILLMAN, Auditor.
Authorised by the Government of Palestine.

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Balance Sheet as at the

LIABILITIES.	£E.	m/ms.	£E.	m/ms.	£	s.	d.
AUTHORISED CAPITAL.							
100,000 Shares of £1 each...	—	—	—	—	100,000	0	0
SUBSCRIBED CAPITAL.							
99,612 Shares of £1 each ...	97,121	700	—	—	—	—	
Less—Uncalled Capital ...	67	860	—	—	—	—	
			97,053	840	99,542	8	0
CREDITORS.							
The Palestine Electric Corporation Limited.							
Current Account ...	11,860	349	—	—	—	—	
Sundry Accounts ...	2,601	916	—	—	—	—	
			14,462	265	14,833	1	10
RESERVE FUND FOR DEPRECIATION	—	—	4,000	000	4,102	11	3
PROFIT AND LOSS ACCOUNT.							
Net Profit for the Year ending the 30th September, 1924	—	—	101	845	104	9	1
		£E.	115,617	950	£118,582	10	2

We have audited the Balance Sheet of the Jaffa Electric Company, Ltd., dated and explanations we have required. In our opinion, the above Balance Sheet is affairs according to the best of our information and the explanations given to us

Certified true copy.

RUSSELL & Co.

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'OMPANY, LIMITED.

0*th September*, 1924.

Assets.	£E.	*m/ms.*	£E.	*m/ms.*	£	*s.*	*d.*
'ONCESSION ACCOUNT ...	—	—	0	975	1	0	0
'ASH IN HAND AND AT BANKS	—	—	674	593	691	17	9
)EBTORS	—	—	4,282	797	4,392	12	3
[NVESTMENT—At Cost ...	—	—	50	000	51	5	8
FURNITURE, FITTINGS AND APPLIANCES—At Cost ...	—	—	974	080	999	1	2
STOCK OF MATERIALS FOR ELECTRICAL INSTALLATIONS AND BUILDING, INCLUDING MATERIALS FOR THE COMPLETION OF THE SARAFAND LINE—At Cost	—	—	5,813	614	5,962	13	7
JAFFA INSTALLATION—At Cost.							
Land, Power House, Buildings, &c.	19,642	752	—	—	—	—	—
Machinery and Spare Parts	30,406	973	—	—	—	—	—
High Tension Cables and Transformer Stations ...	5,832	487	—	—	—	—	—
Low Tension Distribution System	24,191	525	—	—	—	—	—
Meters and Motors at Consumers' Premises in Jaffa and Tel-Aviv	2,433	481	—	—	—	—	—
			82,507	218	84,622	15	8
MACHINERY UNDER ERECTION	—	—	4,991	419	5,119	8	1
FEES AND LEGAL EXPENSES FOR THE REGISTRATION OF THE JAFFA ELECTRIC CO., LTD., AND PARTICIPATION IN THE PRELIMINARY EXPENSES OF THE PALESTINE ELECTRIC CORPORATION, LIMITED ...	—	—	4,787	500	4,910	5	2
EXPENDITURE FROM NOVEMBER, 1919, TO THE 30TH SEPTEMBER, 1923, IN CONNECTION WITH—							
Elaboration of the Auja Project	3,164	328	—	—	—	—	—
Obtaining of the Concession	3,978	261	—	—	—	—	—
			7,142	589	7,325	14	8
EXPENDITURE TO DATE ON THE CONSTRUCTION OF THE HIGH TENSION LINE TO SARAFAND	—	—	3,536	333	3,627	0	2
EXPLOITATION EXPENSES PRIOR TO THE 1ST OCTOBER, 1923...	1,602	851	—	—	—	—	—
Less—Income prior to the 1st October, 1923. ...	746	019	856	832	878	16	0
		£E.	115,617	950	£118,582	10	2

the 30th September, 1924, as above set forth. We have obtained all the information properly drawn up so as to show a true and correct view of the state of the Company's and as shown by the books of the Company.

(Signed) RUSSELL & Co.,
Chartered Accountants.

Jaffa, 7*th November*, 1924.

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Profit and Loss Account for the Yea

	£E.	m/ms.	£E.	m/ms.	£E.	m/ms.
To GENERATION.						
Salaries and Wages.						
Engineer	210	000	—	—	—	—
Diesel and Switchboard Fitters	2,470	830	—	—	—	—
			2,680	830	—	—
Fuel	—	—	2,148	130	—	—
Oil	—	—	285	019	—	—
Repairs and Maintenance of Machinery and Machine Hall	—	—	349	158	—	—
Water Supply	—	—	48	294	—	—
Accident Insurance	—	—	30	000	—	—
					5,541	431
„ DISTRIBUTION.						
Salaries and Wages.						
Engineer	210	000	—	—	—	—
Fitters	312	716	—	—	—	—
			522	716	—	—
Supervision.						
High Tension Distribution System	20	254	—	—	—	—
Low Tension Distribution System	267	500	—	—	—	—
Meters	122	735	—	—	—	—
			410	489	—	—
Accident Insurance	—	—	15	000	—	—
					948	205
„ ADMINISTRATION.						
Salaries and Wages.						
Local Management, Secretary and Office...	1,601	097	—	—	—	—
Watchman	116	839	—	—	—	—
Collectors	261	466	—	—	—	—
			1,979	402	—	—
Advertising	103	018	—	—	—	—
Printing, Stationery, Drawing Accessories and Office Expenses	323	257	—	—	—	—
			426	275	—	—
Postage, Telegrams and Telephones	—	—	77	525	—	—
Audit	—	—	200	287	—	—
Taxes	—	—	264	370	—	—
Light	—	—	85	334	—	—
Maintenance of Site and Garden	—	—	158	702	—	—
Sundry Expenses	—	—	284	129	—	—
Accident Insurance	—	—	72	597	—	—
					3,548	631
„ BALANCE, being Profit for the period carried down	—	—	—	—	4,101	845
					£E. 14,140	112
„ RESERVE FUND FOR DEPRECIATION	—	—	—	—	4,000	000
„ BALANCE, being Net Profit for the period carried to the Balance Sheet	—	—	—	—	101	845
					£E. 4,101	845

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COMPANY, LIMITED.

ending the 30th September, 1924.

	£E.	*m/ms.*
By Sale of Current	13,023	920
,, Rental of Meters on Consumers' Premises	730	940
,, Connections to Houses	220	795
,, Sundry Income	101	037
,, Interest Received	63	420
£E.	14,140	112
By BALANCE, brought down	4,101	845
£E.	4,101	845

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Appendix IV.

District Administration.

The administrative departments of the Palestine Government are the Secretariat and the District Administrations.

The Senior staffs of these Departments are as follows :—

Secretariat.

(The figures in brackets indicate the salaries and grades of the officers.)

Chief Secretary (Special—£E.1,650 : £E.150 Expatriation Allowance).

First Assistant Secretary (Grade IA—£E.1,000–50–1,200 : £E.100 Expatriation Allowance).

Three Junior Assistant Secretaries (III—£E.550–25–750 : £E.50 Expatriation Allowances).

Principal Stores Officer (III—£E.550–25–750).

Controller, Permits Section (III—£E.550–25–750 : £E.50 Personal Allowance).

Three Immigration Officers (IV—£E.400–25–500 : £E.50 Expatriation Allowance).

One Office Superintendent (IV—£E.400–25–500 : £E.50 Expatriation Allowance).

District Administrations.

A. *Jerusalem-Jaffa.*

District Commissioner (I—£E.1,100–50–1,400) : £E.100 Expatriation Allowance).

Assistant District Commissioner (II—£E.800–50–1,100 : £E.100 Expatriation Allowance).

Six Administrative Officers (III—£E.550–25–750 : £E.50 Expatriation Allowance).

Six Administrative Officers (IV—£E.400–25–500 : £E.50 Expatriation Allowance).

Two Administrative Officers (V—£E.300–20–400).

B. *Northern.*

District Commissioner (I—£E.1,100–50–1,400 : £E.100 Expatriation Allowance).

Assistant District Commissioner (II—£E.800–50–1,100 ; £E.100 Expatriation Allowance).

Four Administrative Officers (III—£E.550–25–750 : £E.50 Expatriation Allowance).

Seven Administrative Officers (IV—£E.400–25–500 : £E.50 Expatriation Allowance).

Ten Administrative Officers (V—£E.300–20–400).

C. *Southern.*

District Commissioner (I—£E.1,100–50–1,400 : £E.100 Expatriation Allowance).

Assistant District Commissioner (II—£E.800–50–1,100 ; £E.100 Expatriation Allowance).

Three Administrative Officers (III—£E.550–25–750 : £E.50 Expatriation Allowance).

Three Administrative Officers (IV—£E.400–25–500 : £E.50 Expatriation Allowance).

Two Administrative Officers (V—£E.300–20–400).

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The classification of these officers by religion and nationality is as follows :—

	Moslem.	*Christian.*	*Jews.*
Secretariat	—	8	3
Jerusalem-Jaffa District	2	11	3
Northern District	6	13	3
Southern District	2	8	—

	Palestinians.	*British.*	*Others.*
Secretariat	—	11	—
Jerusalem-Jaffa District	7	8	1
Northern District	17	5	—
Southern District	6	4	—

The District Staffs are in charge of the general administration of the districts. They are responsible for the collection of revenue, which entails tithe estimation, enumeration of animals, collection of house and land tax, &c. ; for the co-ordination of the efforts of departmental officers, and as the executive officers of Government, for securing compliance with the directions of departmental officers and in general with the orders of the Government of Palestine.

District Commissioners are the licensing authority under Ordinances regulating Game Preservation, Firearms, Public Establishments, &c. ; they scrutinise and control municipal budgets, and generally supervise the administration of Municipalities and are directly in charge of all matters of Local Government which fall outside the sphere of Municipalities and Local Councils.

A certain amount of minor magisterial work is performed by District Officers who hold magistrates' warrants.

Appendix V.

Press Prosecutions.

1. There is no Press Censorship in Palestine.

2. Only two Press prosecutions were instituted in 1924 : one for contempt of Court, and the other for blasphemy, under Article 15 of the Press Law.

3. Under the Ottoman Law a newspaper is required to publish the correction of any false statement it has made, with equal prominence to the original false statement. This provision has been exercised on some occasions by Government.

4. "Al Tabl," an Arabic newspaper of Damascus, was temporarily excluded from Palestine on account of defamatory and scurrilous articles against Arab Officers of the Palestine Government.

Appendix VI.

Administration of Wakfs.

The Supreme Moslem Council is a Moslem body constituted for the control and management of the Moslem Wakfs and Moslem religious affairs in Palestine. It consists of a President, known as "Rais ul Ulema," and four members.. Of the four members, two represent the old Ottoman Sanjak (Liwa) of Jerusalem and the other two the Liwas of Nablus and Acre. The Rais ul Ulema is the permanent President of the Council. The members are elected for a term of four years.

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The following are amongst the most important functions of the Council :—

(1) Management of Moslem Wakfs.
(2) Control of Sharia Courts.
(3) Appointment of Muftis.
(4) Appointment of Sharia Kadis with the approval of the Government, and appointment of Mudarriscen and Mamurs of Wakfs.
(5) Control and supervision of the General Wakf Committee, Local Wakf Committees and Wakf offices.
(6) Dismissal of all Sharia and Wakf officials of the Moslem institutions which are managed by Wakf funds.
(7) Safeguarding of Moslem Wakfs.

The present Council was elected and assumed its duties on the 9th January, 1922.

The Wakfs controlled by the Council may be divided into three categories :—

(1) Buildings and Hikr (non-tithable) Wakfs.
(2) Tithes.
(3) Mundarissa Wakfs, i.e. Wakfs of which the original purposes have been exhausted or lapsed.

Wakfs under category (1) are leased and the rents collected by the Administration of Wakfs. The second category, Wakfs of tithes, are collected by the Government of Palestine, and the proceeds delivered to the Administration of Wakfs after deduction of 6 per cent. as assessment and collection fees. As regards the Mundarissa Wakfs, the revenue is expended on the following (non-Government) Arab Schools :—

'Urfan School, Nablus.
Ahmadia School, Acre.
Dar el 'Ulum Schools in Jaffa (seven in number, including a school for girls).
'Elwia School, Hebron.
Wakf School, Gaza.
Hashimia School, Gaza.
Two Schools, Haifa.

In addition, the following schools receive subsidies out of the revenue of Mundarissa Wakfs :—

Rawdat el Ma'aref, Jerusalem.
Najah School, Nablus.
'Ulmia School, Nablus.

The number of pupils receiving instruction in these schools is 1,520, and 90 teachers are employed.

The Wakf Administration has offices in Jerusalem, Jaffa, Gaza, Hebron, Nablus and Acre.

The following are the institutions attached to the Council :—

(1) The Moslem Orphanage, Jerusalem.
(2) The Moslem College (for training religious teachers, Kadis, &c.), Jerusalem.
(3) Takia (hospice) of Khaski Sultan, Jerusalem.
(4) The Library of Masjed el Aksa.
(5) The Moslem Clinic, Jerusalem.
(6) The Moslem Museum, Jerusalem.
(7) Takia of Sayedna Ibrahim, Hebron.
(8) The 'Ulmia School, Hebron.
(9) The Amadia School, Acre.
(10) The Moslem Library, Jaffa.
(11) The 'Ulmia School, Gaza.
(12) Eleven Zawais (soup kitchens) in Jerusalem.

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The following is the number of officials receiving their salaries from the Administration of Wakfs :—

	No. of Officials.
Officials of Moslem Orphanage, Jerusalem	18
Officials of Moslem College, Jerusalem...	12
Officials of Takia of Khaski Sultan	6
Sheikhs of Zawias Jerusalem	10
Persons receiving certain allowances and salaries in Jerusalem	99
Officials of Wakf Office, Mosques and religious institutions in Jaffa	62
Officials of Wakf Office, Mosques and religious institutions in Gaza	62
Officials of Wakf Office, Mosques and religious institutions in Hebron	80
Officials of Wakf Office, Mosques and religious institutions in Nablus...	80
Officials of Wakf Office, Mosques and religious institutions in Acre, and students of Amadia School	123
Total	552

The following is the general budget of the Moslem Wakfs during the last three years :—

Year.	*Revenue.*	*Expenditure.*
	£E.	£E.
1922–23	52,800	52,270
1923–24	51,596	49,697
1924–25	53,833	48,462

There are 15 Sharia Courts in Palestine and a Sharia Court of Appeal constituted of a President and two members.

Ninety-one officers are employed in the Sharia Courts, and 550 Mazouns (Marriage Officers) are under the jurisdiction of these Courts.

The annual expenditure of the Sharia Courts, which is defrayed by the Government Treasury, exceeds the sum of £E.16,000.

Court fees are received in the amount of from £E.3,000 to £E.4,000 annually.

Appendix VII.

A Note on Slavery in Palestine and Transjordan.

Palestine.

It may be said that slavery no longer exists in Palestine. It is still possible to find descendants of slaves attached, in the capacity of paid servants, to the families to whom their parents belonged. A number of negresses are maintained by notable families ; they are, however, not considered slaves, being free and treated as members of the family with whom they live.

2. At the present day many of the so-called Beduin tribes of Palestine include a number of half-breed negroes, known as "Abeed" (literally "slaves"), and in certain tribes these persons form definite subsections. Although undoubtedly descendants of slaves, they are in no sense of the word slaves to-day, but enjoy equal rights with other members of the tribe to which they belong, in matters of tribal law, &c., including the possession of property.

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Transjordan.

3. The statement in paragraph 2 may also be applied to the semi-settled tribes of Transjordan, but not to the Beduin tribes properly so called, such as the Beni Sakhr, Howaitat and Beni Atia.

The Sheikhly families of the true Beduin tribes maintain considerable numbers of slaves as personal attendants, who include amongst their duties that of acting as bodyguard to their masters. These slaves are, more often than not, born into the service, and are, as a rule, much better off than ordinary tribesmen.

It being essential to tribal chiefs that they should have an immediate surrounding upon which they can trust implicitly, their slaves are treated correspondingly.

The slaves are often placed in positions of great trust, and a very recent example of this may be cited. During 1922 at the time of the Akhwan raids in the Wadi Sirhan, Nuri Shaalan, the Chief of the Ruwalla tribes, placed one of his slaves in complete charge of the village and important fort of Kaf.

4. The slaves of the Sherifian family, of whom numbers accompanied the Amir Abdullah to Amman, are, apart from the more favourable conditions they enjoy, in precisely the same position as those mentioned in paragraph 3. It is stated that any attempt to alter the present status of tribal slaves is likely to be unpopular with the majority of the slaves themselves.

5. So far as is known, there is at the present time no infiltration of slaves from the Hejaz into Transjordan.

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The following Official Publications relate to Palestine :—

Cmd. 1195, 1921. Franco-British Convention of December 3rd, 1920.

Cmd. 1499, 1921. Interim Report on the Civil Administration of Palestine, 1st July, 1920—30th June, 1921.

Cmd. 1540, 1921. Palestine : Disturbances in May, 1921. Reports of the Commission of Inquiry.

Cmd. 1700, 1922. Correspondence with the Palestine Arab Delegation and the Zionist Organisation.

Cmd. 1708, 1922. Miscellaneous No. 4. Mandate for Palestine. (Note in reply to Cardinal Gasparri's letter of May 15th, 1922, addressed to the Secretary-General of the League of Nations.)

Cmd. 1785, 1922. League of Nations : Mandate for Palestine.

Cmd. 1889, 1923. Papers relating to the Elections for the Palestine Legislative Council, 1923.

Cmd. 1910, 1923. Agreement between His Majesty's Government and the French Government respecting the Boundary line between Syria and Palestine.

Cmd. 1989, 1923. Proposed formation of an Arab Agency; Correspondence with the High Commissioner for Palestine.

Stationery Office Publication, Dec., 1922. Report on Palestine Administration, July, 1920—December, 1921.

Stationery Office Publication, July, 1923. Report on Palestine Administration, 1922.

Non-Parliamentary Publications : Colonial No. 5, 1924; Colonial No. 9, 1925. Report on Palestine Administration, 1923.

Non-Parliamentary Publication : Colonial No. 12, 1925. Reports on the Administration of Palestine and Trans-Jordan, 1924.

Non-Parliamentary Publication : Colonial No. 15, 1925. Report of the High Commissioner on the Administration of Palestine, 1920–1925.

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